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ABSTRACT

The purpose of this document is to call attention to the principalship, to preservice and inservice needs, and to possible solutions to complex problems. A number of groups were organized to address the recommendations made in a report to the legislature reviewing the adequacy of preservice training, evaluation, and continuing professional development of school principals. One person's views are used to pull together what has been happening between and among the various study groups. The report begins with a historical overview of the principalship and how federal legislation and Supreme Court decisions have affected the role of the principal. This is followed by a job analysis of what a principal does and a checklist of suggested practices of successful management teams. Commentary is offered concerning instructional skills, management skills, human relations abilities, political and cultural awareness, leadership skills, self-understanding, and follow-up. The remaining part of the paper summarizes what various organizations are doing to accomplish the recommendations in the report and their remarks about some of the recommendations. Extensive appendices contain background material and a bibliography. (MLF)

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The Principalship in California:

KEEPER OF THE DREAM

BY JAMES L. OLIVERO

AUGUST, 1980

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EA 013 161

THE ASSOCIATION OF CALIFORNIA SCHOOL ADMINISTRATORS

The content of this paper is directed specifically at the school principal – because that is what the Mangers' Task Force was all about. But, as some advisors have pointed out, the comments are at least indirectly applicable to any person in California who either newly holds or expects to hold an administrative credential. Although superintendents are not required now, by law, to possess an administrative credential, many of the concepts contained herein are applicable to the position to the superintendent. Certainly, assistant principals, deans, assistant superintendents, and other certificated members of the management team – either at the district or site level – may find many of the points in this paper applicable to their positions.

This paper is intended to present information of a practical value to school administrators in California. It should be recognized that (a) the applicability and value of such information may vary from district to district in a state as diverse as California, and (b) information herein printed are the expressions of the author and are not necessarily statements of policy of the Association of California School Administrators.

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PREFACE

Why this paper? Subsequent to the Mangers' Task Force Study on The Changing Role of the School Principal, a flurry of activity was undertaken by many different groups. The State Department of Education organized two separate groups to address the recommendations in the report; The Commission on Teacher Preparation and Licensing organized an ad hoc group to address certain charges given them by the legislators; the institutions of higher education brought people together to analyze the report and to consider again the effectiveness of training programs for administrators; the Association of California School Administrators (ACSA) also established a number of ad hoc groups to look at the challenges in the report as well as to use its regular committee structure to push for action. Indeed, Assemblymember Mangers also continued work with a select group of people, fearing there might be a lot of scrambling without much action. (This possibility would not mark a "first" in the annals of American Education.)

Unfortunately, the various committees and groups have had little, if any, coordination. No single person attended all of the groups and the communication, therefore, between the left hand and the right hand left something to be desired. In this author's opinion, though, more efforts are now being made to collectively find solutions to problems -- rather than continuing in endless debate -- than on any recent issue in California education. Plowed ground often must be replowed as new constituents become aware of what is happening. This may slow the process, but it also assures that more people feel ownership for a final product when closure (or something resembling closure) is reached.

The purpose of this publication, then, is to use one person's biases to pull together (humbly and modestly) what has been happening between and among the various study groups. The author accepts responsibility for the report, but many of the ideas contained herein have come from people like:

Dennis Mangers	Linda Bond	Bill Webster
Ed Beaubier	Kathy Yeates	Sid Inglis
John Eckhardt	Art Thayer	Bill Hanson
Loren Sanchez	Bob De Vries	Dave Gordon
Jim Livingston	Ruben Ingram	Gurnice Smith
Ron Stewart	Rodney Reed	George Gustafson
Jim Sherman	Jodie King	Matt Matthews

and many others.

Readers should be aware that the publication represents my best estimate of the state of the art at the time the document was written. Changes can happen rapidly -- and hopefully this will be the case with the thoughts discussed here. Information in Ed Cal, Thrust, various state department publications as well as news releases and memos from the Assembly Education Committee will hopefully supercede this information. By checking publication dates of the documents, one can ascertain what generally represents the latest word.

...s L. Olivero
ACSA Project Leadership
and PDP Executive

P.S. Special words of thanks are due to John Eckhardt, Art Thayer, Ed Beaubier, and Bill Webster for their thoughts and constructive criticisms that went into this paper.

I. THE KEEPER OF THE DREAM

No major political, religious, social movements have been successful without "keepers of the dream." John Kennedy, Jesus Christ, Gloria Steinem, Dr. Martin Luther King, Jr., are examples of dream keepers. They had visions about what people and society might be – and used their time, talent, and energies to achieve these dreams. Without leaders, any dream is likely to fade in and out of focus.

For today's education, the principal – more than any other person – is the keeper of the dream. The principal realizes upward mobility for students in the school is possible when individuals possess the skills, attitudes and knowledge that accrue from a quality education.

The keeper of the dream distinction isn't just a romantic portrait of a routine job; the professional literature, in fact, is replete with research results showing the principal as the most critical variable in any school setting. In an earlier paper (1), a synthesis was made of those variables influencing effective schools. There were three:

> The school principal
> Instructional practices
> Perceived influences on decision making

In short, effective schools are led by effective principals. Poor schools have poor leaders. As part of the leadership role, the principal needs to assure effective instructional practices; excellence is expected. And the principal makes certain various constituents in the educational community, e.g., students, parents, and staff "own" institutional goals. This is not to say all people have their way, but the principal does provide opportunities for input (2) so those affected by decisions have their say in the execution of those decisions.

Unfortunately, challenges to the principals' roles (and there are many roles) are approaching the point where tasks are overwhelming. Fortunately, there is renewed interest in the principal's plight; as a result, we may not be too late to save the educational system that has meant so much to so many. Agencies such as the National Institute of Education, National Teachers Corps, ACSA, the National Association of Secondary School Principals, the California State Department of Education, and other individuals and agencies are beginning to focus their attention and their resources on the pre and inservice preparation needs of principals. If the flurry of activities underway can be coordinated in an effective and efficient manner, anticipated results will be beneficial to students and staff – indeed to our entire society.

The purpose of this document is to call attention to the principalship, to pre and inservice needs, and to possible solutions to complex problems. Clearly, we are beyond the phase of rhetoric; it is time for us to stop talkin' and to start diggin'.

Historic Perspective

Matthews (3) has performed an excellent service by preparing an historical overview of the principalship. We borrow heavily from his paper in the next pages.

The Evolution: American public education had its inception in the Massachusetts Bay Colony in 1642 and 1647, taking diverse shapes and forms as it spread throughout Colonial America. Principles of local control were born out of colonists' fears of the European style of central control where education was reserved as the exclusive province of the privileged.

According to Reeder (4), early administration

of American schools was patterned after the contemporary "town meeting" approach to other community affairs of the day. The initial school employee was the teacher. Administrators, or for that matter, school board members, were not considered as necessary. Hagman (5) claimed that the early educator was often a person of low rank in the community, with many early teachers arriving in America as indentured servants.

At this early point in time, the administration of schools was a relatively simple task. Laymen furnished whatever supervision of teaching was deemed necessary; teacher and community established the curriculum. At first the townspeople of the Massachusetts Bay Colony assigned one teacher to each one-room school. As communities grew and more students attended school, a second teacher was added. One teacher was named head teacher, master teacher or principal teacher. The principal teacher gained an added duty: the taking of records to the town council.

The next step in the evolution of the principalship was the double-headed school. These new schools were administered by two masters. One was called the primary master who taught the "content subjects" such as grammar, reading and geography. The other master taught writing. Leipold (6) has reported on problems arising from this double-headed organization. The "grading" of schools helped cause the demise of the two-master systems. The primary principal became the head assistant to the writing principal.

The eight-grade school developed in response to increased demands from society for lengthening the number of years of schooling. This school provided education for students not expected to go any further; it was the terminal school. With the increase in both size and complexity, the earlier system of lay school supervision became outmoded. It was supplanted by a supervisory system revolving around the appointment of professional educators for the important task of managing the school.

Although John Philbrick in 1847 has been credited with being the first principal over all departments in a school (Boston), Leipold (7) pointed out that there were one-principal schools in Cincinnati, Ohio, as early as 1837.

As supervision duties increased, principals were released from all teaching, allowing them to devote their time to actively managing the school. Thus, the position of the principal was firmly established.

External Pressures: As the eight-grade elementary school was emerging, two opposing positions regarding education were growing (early 1900). The first position found professional educators becoming less and less involved in the values and desires of the community. To these educational specialists, the public was regarded as unenlightened. About the same time, an opposing force pushed school administration toward scientific management.

Callahan (8) described the spread of what he called "the cult of efficiency." This cult was represented as a system which could be applied not only by experts, but by anyone with common sense. A wave of criticism followed. It was directed against those institutions large enough to be suspected of gross managerial inefficiency, especially those supported by taxes. Beginning early in 1911, hardly a month elapsed over the next two years without articles appearing either in professional or popular journals complaining about the schools.

Campbell, Coverly and Ramseyer (9) indicted educators for much of the schism between the school and its patrons. By the beginning of the twentieth century, educators became so imbued with their knowledge of how children learn, what teaching methods to employ, what administrative procedures to use, what kinds of school plants to build, and how money was

raised to finance school programs they nearly forgot schools belonged to the people.

At the same time, according to Atkinson and Maleska (10), cities were growing – developing structures that accommodated production and financial exchange. There was little or no consideration given to the requirements of childhood. Schools were forced to supply more and more experiences regarded as essential for the socialization of youth in the areas of manners and morals, health, vocation, recreation, and civic behavior. Urbanization made it necessary to provide for longer years of formal schooling (including high school) than had ever been required in the rural environment.

The dichotomy of more demands on education and the growing aloofness of professional educators led to close scrutiny of the organization and of management practices. Leaders of in-depth studies of school administration were Cubberley of Stanford, Strayer of Columbia, and Judd of Chicago. Campbell, Corbally and Ramseyer (11) have described the first approaches toward improving school administration and the influence of the "efficiency experts" upon the methods used. They claimed the early students of administration approached the field from the standpoint of job analysis, i.e., observations were made of administrators at work, tasks required to perform work were noted, and suggestions were made on how the tasks could be performed more efficiently.

An example of the extent to which scientific management affected education during the first quarter of the twentieth century was reported by Callahan (12). In his review of J. Howard Hutchinson's study, made in 1914, he found that Hutchinson called for a thorough analysis of the principal's efficiency each month before the paycheck was processed. The principal's salary was prorated over each grade. The amount of time spent in supervision of each grade established a ratio for distribution of the salary. All of the principal's activities were to be verified by the school secretary on ledgers labeled for each grade.

The efficiency movement spawned other studies in the field of school management. Eventually critics began to note the emergence of undesirable side effects. Cubberley (13) called for humanizing the procedures for supervision by what he described as "helpful leadership." Hagman (14) cited an alternative rationale claiming that good business management of a school system could be measured. (Sounds similar to the demands of current history.) According to Hagman, the criterion for success was not the size of economies achieved or the adequacy of records; it was the amount of educational benefits secured through the employment of each dollar invested.

Federal and State Influences: Through the years, federal and state legislation added to the pressures on the principal and to the responsibilities for managing the complex network of people and programs that made up the system. Although historical interpretation of the Constitution has placed the control of education with the states, the federal government has been quite active in educational matters.

Federal legislation and Supreme Court decisions have affected public education defining the role of the principal. Federal enactments have ranged from the establishment of military academies to land grants, lunch programs, vocational education, the "GI Bill of Rights," manpower development, the National Science Foundation, the National Defense Education Act, and the list could go on and on. Although these measures influenced public education, two events, the desegregation decision of the Supreme Court in 1954 and the passage of the Elementary and Secondary Education Act in 1965, had monumental impact. These movements – one by the courts and the other by

federal legislators – set new directions in education.

With the passage of the Elementary and Secondary Education Act, a new role for the federal government in local education was started. This act provided large-scale financial support for federally defined programs. ESEA Title I earmarked money for Educationally disadvantaged Youth (EDY). Emphasis was on language, reading and mathematics. A review of the multitudinous government regulations following the act (and subsequent renewals of the act) brought new challenges and burdens to the principal.

Berman and McLaughlin (15) showed ESEA Title III brought other kinds of promises and problems. Title III promoted "educational innovation" through federally sponsored "change agent" programs altering local school practices. The implication here suggested the "status quo" was inadequate and that schools should be doing something differently. The local school district was charged with defining what was needed.

Public Law 94-142, passed in 1975, added even tighter controls on local education. Many people believe this was not an education bill, but a civil rights act. Public Law 94-142 imposed further new duties on the site manager. The Education Planning Center's paper from the Los Angeles County Superintendent of Schools – "Role of the Principal as Defined in the California Education and Other State Codes" – devotes six pages to outlining the California Education Code sections prescribing new responsibilities for school principals in meeting the requirements of the law (16).

The California Legislature has likewise been active these past two decades, enacting laws with the intent to cause change in the delivery of education to diverse pupils. Senate Bill 1 in 1968 eliminated many specific mandates regarding the amount of time to be spent on individual curriculum subjects, except physical education. Local school districts were encouraged to design their own programs based on the needs of students. This law was followed by an attempt to install a statewide Program Planning Budgeting System with state guidelines (17) developed and disseminated widely throughout the state. The guidelines (interestingly) were never adopted by the California State Board of Education.

State Superintendent of Public Instruction in California, Wilson Riles, stressed the need for Early Childhood Education. The legislative vehicle was Assembly Bill 332 in 1973. This bill expanded the role of teachers and parents in School Curriculum Planning and in their interaction with the principal. Assembly Bill 293 of 1976, amended by Senate Bill 77 the next year, mandated the evaluation of teachers based on: pupil progress toward achievement of district-adopted continuum standards; learning environments; and performances of non-teaching duties.

Collective bargaining started in public education in California with Senate Bill 160 in 1976. This added another dimension to the role of the principal. Collective bargaining required an entirely new set of behaviors for principals. For some site administrators, because they were defined in the law as members of management, there emerged a need to learn negotiation strategies. Too often the strategies – on the part of both the teachers and administrators – evolved into adversary confrontations. This adversary climate did little to improve the morale of the school staff or to enhance the quality of trust so necessary in an effective school organization. Depending on the size of the district, some administrators did not participate in the negotiations; but all principals were required to manage the contracts once bargaining was completed. A damned if you do, damned if you don't environment prevailed.

Principals were damned if they invested countless hours in the negotiation process because

they had to neglect at least some of their other responsibilities - especially when negotiations persisted month after month. If not on the negotiation team, the principal was damned – and many grievances ensued – because the site administrator often interpreted the contract differently than those who dialogued to a conclusion. Additional countless hours were often a part of the grievance procedure.

Few people outside of education realize the impact of collective bargaining. Rather than teachers and administrators working collaboratively on solid educational programs for students, and rather than combining to seek additional resources for education, administrators and teachers have found themselves squabbling over the very limited finances available. Students may have a low priority in this setting.

Also in 1976, concepts included in Early Childhood Education were expanded to all grades with the passage of AB 65. This legislation created the School Improvement Program. The SIP called for a one-year planning grant for new school programs, added a school site council component and extended requirements for performance standards – among other things. Each of the new mandates required administrative time and, often, talent switches toward new priorities; moreover, the mandates further restricted the authority of the principal.

Performance tests originally established by Hart (AB 3408, 1976) were required only in grades 7, 8 or 9 and in grade 11. Grades 4 and 6 were added by AB 65. AB 65 required students to pass minimum assessment requirements in reading, composition, and math in order to receive a high school diploma.

Students' rights were expanded in AB 5301 of 1977 and AB 2191 in 1978. These acts called for a complex due process procedure whenever a student was on the verge of being suspended, expelled or excluded from public schools. The principal's power to administer the school was further restricted.

Proposition 13, passed in June, 1978 (upheld by the California Supreme Court in August, 1979), drastically limited local school boards' abilities to produce district income. For all practical purposes, primary control of local school district budgets was placed squarely in the hands of the California legislature and governor. Uncertainty of legislative action following Proposition 13 created feelings of insecurity in all public employees, including those in the schools. Faced with the loss of fiscal control and declining enrollments, local school boards reduced staff and programs in anticipation of reduced income. When SB 145, known as the "bail-out bill," was passed in August, 1978, some programs and people were reinstated. This on-again/off-again uncertainty was repeated with AB 8 in 1979. Pressures on the site administrator, particularly in the area of personal and professional relations with the staff, were enormous. No one knew where he or she stood.

With the preceding massive amounts of "external" influences, principals in California now find directing the destiny of the school and its clients increasingly difficult.

Other profound social changes of the 1950's, 1960's, and 1970's have been described in ponderous detail by many other researchers. Only a brief overview is offered here.

While a review of federal and state influences on education is valuable, the review only offers a partial painting of the big canvas. Any study of the principalship is incomplete without mention of internal forces at work. Student militancy, increased crime and violence in the schools, a general decline in the respect for authority and/or authority figures, changes in dress and establishment of smoking codes, demands for electives on the one hand and cries for basics on the

other hand have all been influential. The points here are indicative, not all encompassing. Internal conflicts have taken their toll – especially when viewed in context with external forces.

In summary, the role of the principal has changed from a rather simple beginning to one of increased complexity, responsibility, and difficulty. A concomitant reduction in authority makes it improbable, if not impossible, for the principal to meet the proliferation of expectations for the job. The concluding statement in ACSA's publication entitled The Principal's Role As An Instructional Leader (18) says it all –

> "When asked by Brown how the principalship had changed over the last several years, one principal replied simply, 'It's harder now.'"
>
> That sums it up. It's harder to handle the complexity of things that need to be done in the time available, harder to act when one's authority is eroded, harder to know what to do and how to do it when one's role is ambiguous and ever-changing. And in the face of all this, harder to be a true instructional leader.

Yet instructional leadership is possible. A principal benefiting from excellent preservice and inservice preparation programs, with sufficient assistance and a willingness to lead rather than rule, can have enormous influence on the instructional program. If education is necessary (and how are we to survive without it?), decisions about quality education must be made. If principals don't lead their schools and communities in making these decisions, who will?

Legal Expectations

The handling of administrative functions in individual schools has been the responsibility of the principal since early in the history of American education. Responsibilities for principals in California are formally defined by the California Education Code (19), by Title 5, California Administrative Code (20), and by the all-encompassing statement in most local district job descriptions, i.e.,. . . "other such duties as may be necessary."

Education Code Section 35042 establishes the right of a school district to employ a principal. It reads:

35042. The governing board of each school district may employ a principal for each school under its control.

Section 5550 of Title 5 makes the principalship mandatory. It reads:

5550. Principal. The governing board of each school district shall employ a principal for each school of the district who may also be a teacher. One person may be employed as principal of more than one school. In a one-teacher school, the teacher is the principal.

Section 44860 of the Education Code stipulates specific credential requirements in a school with six or more teachers.

44860. No person shall be employed as principal of a school of six or more teachers, including the principal, unless he (she) is the holder of a valid teacher's credential and either a valid school administration credential of the same grade as the school to be administered or a valid standard supervision credential authorizing service as a principal of a school of the same grade as the school to be administered.

Section 5551 of Title 5 establishes the responsibilities of the principal. It reads:

5551. Administration of School. The principal is responsible for the supervision and administration of his (her) school.

Section 44861 of the Education Code provides a limited exception to the requirement defined in Section 44860. It states:

44861. A substitute principal holding a valid teacher's credential of the same grade as the school may be employed without meeting the requirements of Section 44860 to meet an emergency for not more than five months of any school year.

Section 5600 of Title 5 underscores the fact someone must be designated as being in charge of the school at all times. It reads in part:

5600. If the principal leaves the school premises during his (her) duty-free lunch period, (s)he shall leave the vice principal or other certificated employee in charge.

(The Education Planning Center of the Office of the Los Angeles County Superintendent of Schools has compiled a list of provisions found in the Education Code and other state governmental codes that refer directly to the responsibilities of the principal. This document (21) can be obtained by writing to the Los Angeles County Schools Office.)

Another way of looking at the role of the principal is to review legislative action. The chart on the following page depicts a legislative program analysis; the citations refer directly or indirectly to the role of the principal. (And the chart is not totally complete.) Interestingly, as principals attempt to implement any one of the laws or regulations, care must be taken as the requirements of other laws and regulations may be in conflict. The job of the principal would be at least somewhat more manageable if conflicts in law were eliminated.

Job Analysis – – What Does A Principal Do?

The court and legislation define the legal guidelines for the principal's job. But anyone on the job knows paper guidelines are just that – they don't begin to cover all the pieces in the complex puzzle. Moreover, no paper guides begin to explain the interpersonal relationships so much a part of the job. Schools are social institutions, most schools mirror the image of the principal. If schools are effective, the principal maintains effective communication and interpersonal relationships with many audiences.

Even the august U. S. Senate (22) has recognized the importance of the principal. The Senate Select Committee on Equal Educational Opportunity described the role thus:

> "In many ways the school principal is the most important and influential individual in the school. (S)he is the person responsible for all the activities that occur in and around the school building. It is his (her) leadership that sets the tone of the school, the climate for learning, the level of professionalism and morale of teachers and the degree of concern for what students may or may not become. (S)he is the main link between the school and the community and the way (s)he performs in that capacity largely determines the attitudes of students and parents about the school. If a school is a vibrant, innovative, child-centered place; if it has a reputation of excellence in teaching; if students are performing to the best of their ability, one can almost always point to the principal's leadership as the key to success."

Unfortunately, the senators – similar to rhetoric from other politicians - only relieved their conscience by the report. Members of

LEGISLATIVE PROGRAM ANALYSIS

COMPONENTS:	AB65	AB551	PL94-482	Title I Fed Reg Pt IV	Title 5 EDY	Title 5 Desegregation	AB1329	504 CFR Title 45-84	AB1250	PL94-142 CFR Title 45-121	PL94-142 CAC Title 5 3150	Title IX Civil Rights
ADVISORY COUNCILS	52011-3 52021	44670.9 44680.4-0.5	532b	116a.25	4101		5767.14		1	CFR 45 121a 650,226		
ARTICULATION	51215-6			116a.41	4100			84.44	56301(g) 56336.5			
BILINGUAL EDUCATION	52015-6 52168/52170-7	44670.3		116a.22			all sections		56301(i) 56302(4)		3159	
COMPENSATORY EDUCATION	52170/54020-6 5400-6/54030	44670.3	533	116a	4100's			84.3 84.5				
CURRICULUM DEVELOPMENT	52015 a & b	44670.3	532(a)(2)(A)			Sec 95(a)			EC56332 56330(m)			86.34
INDIVIDUALIZED INSTRUCTION	52015a 52017	44670.3		116.47 116a.22	3931		5767.2(f)	84.33(b)(2)		130 344,343(c)	3154	86.31 86.34
NEEDS ASSESSMENT	52014	44670.5	532(a)(2)(A)(B)	116a.21	3930			84.32	563 EC56330(a) (b)	382,383 128,220		86.3 86.41
PARENT EDUCATION	52016c	44670.3		116a.25g-2		and community Sec 5 (c)						
PARENT INVOLVEMENT	52016a	44670.3		116a.22 (8) 116a.25	3932	[illegible]	5767.14	84.35 84.36	2	9	3151(i), 31569	
POLICY DEVELOPMENT	51215.6/52011 52034c/52039	44670.5		116.6 116.7	4020-2	Secs 94 & 95	5767.1					86.8 86.9
PLANNING	52015-6 52034c	44670.5	532(a)(1)	116a.21a	3930				56316 56330		3155	
PROGRAM AND PUPIL EVALUATION	52015g/52034 52037-8/52177	44670.5 44680.2		116.22(a)(b) 116.43	4070 4060		5767.9		3	146		86.36
PUPIL ASSESSMENT	52015g 51215-25	44670.3 44680.1-0.2		116a.21f			5767.4(b) 5767.8	84.35	4		3151(f) 3152, 3165	86.36
RESTRUCTURING OF CURRICULUM/ORGANIZATION	52010-39	44670										86.31
STAFF DEVELOPMENT	52019/52022 540040/521706	44670.1,0.4,.9 44670.2,0.3	532(a)(2)(B)	116.34 116.36	3933 4200-9	Sec 95(a)	5767.8 5767.05		5	224,350,381 380,387	3165	86.3
COUNSELING/ATTENDANCE	52015/52017 52022											86.3 86.36
WORK EXPERIENCE/ EDUCATIONAL ALTERNATIVES	52017							84.47/84.37 84.46/84.41	56330(g) 56332(b-3)		3154 (b) (i) 3154 (6) (3) (D)	86.34
INSTRUCTIONAL MATERIALS	52015a	44670.3		116.40	3946				56360(g)			
PROGRAM IMPLEMENTATION	52020.1			116a.22					6	122(e), 123, 125,225,320		
WAIVER	52033						5767.4 a,b					86.4 86.71
LEAST RESTRICTIVE (mainstreaming)								84.34(c)	7	550,551,552 227,305	3151(f) 3155 3154(6)	
PRESCHOOL				116.48 Sec 101	4115				56301(b) (c) 56331			
OVER AND ABOVE SERVICES	52169c			116.19	3940 4102							
DATA COLLECTION						Secs 93 & 97	5767.3					
PRIVATE SCHOOL FUNDING								84.33(a) (b) (c)	8	121a.4 121a.13		
NC EMPLOYMENT									EC56330(o)	150,239		86.52-.57
ARCHITECTURAL BARRIERS								84.22 (a) (b) (c) (d)				86.32

1250 1) 56330(i) EC56301(e) (i) EC33590 2) 56507, 505, 719 EC56341.2 56330(e) CAC 5.3151(f) EC56301(i) 56330(r) 56338.2(b)

2 con't 56336.3(c) 56341.1.4 3) 56301(L) 56330(K) (V) 56336.3 56350 EC56351 56354 4) EC56336-5.4

4 con't 56301(i) 56330(b) 56336.2(a) (b) 5) EC56333(GXZ) EC67.5 EC56332.5 .6 56330(n) 6) 56314-16 EC56301

6 con't EC 57330 56332 7) EC56301(f) 56333 56330(i) (j) 56336.2 8) 56030-56042 EC56304, 56367 56332 (e) (3) (b) (3)

94-142 9) 502,504,505,506,608,562-576,514,45.345

Note: Additional Components or Legislation can be added such as AB530 re Due Process

Prepared by:

Office of the Los Angeles County Superintendent of Schools

AB 65 Plus Steering Committee

the senate nodded "yes" and moved on to other business.

Obviously all is not well with the role of the principalship. Nearly ten percent of the principals at the secondary level retire each year, according to a recent study on attrition conducted by the National Association of Secondary School Principals (23). Although this figure isn't particularly alarming, it is shocking to note which principals leave. One would expect principals beyond age 55 to begin considering retirement; but over half those identified as dropouts in the NASSP study were between ages 38–42. Normally this group forms a cadre of future leaders. The group in the study worked hard in the classroom and gained the principalship; but after three or four years, they decided the dream toward which they had aimed was in fact a nightmare. Many in the attrition study left the education profession altogether. If middle-aged principals and others considering retirement (one estimate in California suggests seventy percent of today's principals are over age 55) leave the profession, one begins to wonder from whence educational leadership will come.

But the question still persists. What does a principal do? Ask a thousand principals and get a thousand different answers. From county schools to urban ghetto, from the affluent suburb to working-class neighborhoods, principals' roles are as varied as their surroundings and almost as difficult to generalize. As Houts (24) puts it, "The principalship is just varied enough that, like India (or New York City), almost anything one says about it might be true."

ACSA not long ago formed an ad hoc group to review what principals do. The study group not only analyzed necessary tasks, but it also tried to sift out interpersonal communications associated with the tasks. The chart on the following page shows some sixty tasks as well as the people with whom communication must take place. Principals in some schools have responsibility for all sixty tasks; principals in other schools have fewer tasks. And I am certain some principals perform tasks not mentioned on the list. Is it any wonder that some of the responsibilities are shunted? Can any human, without appropriate support services, accomplish everything?

Although statistics and charts are impressive, they are also impersonal. Let's review just two anecdotal accounts that put the "numbers" into perspective. Here's one for a grade school principal.

Sarah Armstrong, principal of King School, arrived at her site at 7:30 a.m. and quickly looked over the demands of the day:

7:30–7:40	Review daily schedule
7:40–8:00	Arrange for two substitute teachers
8:00–8:45	Meet the parents of two students who were smoking grass in the restroom
8:45–9:30	Stull Bill observation
9:30–11:00	Management team meeting at the district office
11:15–12:30	Cafeteria and playground supervision (no lunch)
12:30–1:15	Second Stull Bill observation
1:30–3:30	Site council meeting
3:30–4:30	Faculty meeting
4:30–5:00	Meeting with bus drivers regarding problems on No.3 bus
5:00–6:00	Correspondence and home telephone calls
6:00–7:00	Dinner
7:00–9:00	Meeting with Title VII Advisory Committee

Sarah's random thoughts to herself: "Funny, the time management workshop I attended said days like this shouldn't happen . . . well, here's another day when thirty-eight other things needing attention won't get done . . . I've got to end the advisory meeting as soon as I can because I must see the kids before they drag themselves off to bed . . . yep, it's

The Principal Must Deal With These Publics:

Major Responsibilities of the Principal	A. Students	B. Certificated Teaching	C. Non-teaching	D. Special Ed.	E. Classified Clerical	F. Classified Custodial	G. Classified Paraprofessional	H. Volunteers	I. Parents	J. Community Groups Internal	K. Community Groups External	L. Central Office	M. Boards	N. Peer Admin.	O. Public Agencies (Probation, Police, etc.)	P. Legislature	Q. Professional Association	R. Teacher Training Institutions
1. Evaluation		X																
2. Conferencing	X	X	X	X	X	X	X	X	X	X	X	X			X			
3. Reports	X	X	X	X	X	X	X	X		X	X	X		X	X			
4. Communication	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
5. Legal Requirements - State	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
6. Legal Requirements - District	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
7. Legal Requirements - Federal	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
8. Supervision	X	X	X	X	X	X	X	X		X								
9. Curriculum Decision	X	X	X	X			X	X		X		X	X					
10. Fiscal	X	X	X	X	X	X	X			X	X	X	X					
11. Advisory/Site Council	X	X	X	X	X	X	X	X	X	X	X	X	X		X			
12. Pupil Assessment	X	X	X	X					X	X		X	X			X		
13. Program Assessment	X	X	X	X					X	X		X	X			X		
14. Ongoing Planning	X	X	X	X	X		X			X		X	X				X	
15. Staff Development	X	X	X	X	X	X	X	X	X	X	X	X	X	X		X	X	
16. Physical Plant Management	X	X	X	X	X	X	X	X	X	X		X	X		X	X		
17. Intergroup Conflict	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
18. Exclusive Bargaining Contract Mgt.		X	X	X	X	X	X					X	X	X		X	X	
19. Cafeteria	X	X	X	X	X	X	X	X	X	X		X	X		X	X		
20. Negotiations		X	X	X	X	X	X					X	X	X			X	
21. Instructional Materials	X	X	X	X			X	X	X	X		X	X	X	X	X		
22. Civic Center					X	X			X	X	X	X	X	X	X	X		
23. Co-Curricular	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
24. Categorical Aid	X	X	X	X	X	X	X	X	X	X		X	X	X	X	X	X	
25. Meetings	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
26. Selection of Staff	X	X	X	X	X	X	X					X	X	X		X		X
27. Student Discipline	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X		X
28. Safety	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X		
29. Health Services	X	X	X	X	X	X	X		X			X			X		X	
30. Attendance	X	X	X	X	X		X		X			X	X		X		X	
31. Master Planning - Special Ed	X	X	X	X	X		X	X	X			X	X	X	X	X		
32. Community Participation	X	X	X	X					X	X	X	X						
33. Student Supervision	X	X	X	X	X	X	X	X	X	X			X	X	X	X		
34. Scheduling	X	X	X	X	X	X	X	X	X	X			X			X		X
35. Temporary Employees	X	X	X	X	X	X	X						X		X			
36. Student Transportation	X			X	X		X	X	X	X			X	X				
37. Emergency Procedures	X	X	X	X	X	X	X	X	X	X			X		X	X		
38. District Support Personnel	X	X	X	X	X	X	X						X	X	X			
39. Improving Student Achievement	X	X	X	X			X		X	X			X	X		X		
40. Population Shifts	X	X	X	X	X	X	X		X	X			X	X	X	X	X	
41. Transciency	X	X	X	X	X	X	X		X				X		X	X	X	
42. Interpersonal Relationships	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X		X
43. Planning For Change	X	X	X	X	X		X		X	X			X	X	X	X		
44. Follow Up Students	X	X	X	X	X					X			X	X	X	X	X	
45. Public Relations	X	X	X	X	X	X	X	X	X									
46. Special Programs	X	X	X	X	X		X	X	X	X	X		X	X	X	X	X	X
47. Professional Growth	X	X	X	X	X		X	X		X	X	X	X	X	X		X	
48. Organization Structure	X	X	X	X	X	X	X	X	X	X	X	X	X	X				
49. Decision Making Participation	X	X	X	X	X	X	X	X	X	X		X						
50. Management of Contractual Obligation		X	X	X	X	X	X					X	X	X	X	X		
51. Managing Emergencies		X	X	X	X	X	X					X	X		X	X		
52. Summer School	X	X	X	X	X	X	X	X	X			X	X		X	X		
53. Distribution of Authority	X	X	X	X	X	X	X	X		X								
54. Visitors	X	X	X	X	X				X			X	X	X	X	X		
55. Fund Raising	X	X	X	X	X	X		X	X	X			X	X		X		
56. Student Activities	X	X	X	X	X	X	X	X	X	X			X	X	X	X	X	X
57. Pupil Personnel Services	X	X	X	X	X		X		X			X	X		X	X		
58. Pupil Records	X	X	X	X	X				X			X	X		X	X		
59. Field Trips	X	X	X	X	X	X	X	X	X	X		X	X					
60. Director Information	X	X	X	X	X		X	X	X			X	X					X

17

going to be another one of those days."

This schedule is not atypical, although many critics of education neither are aware nor care about the demands. Indeed, a study completed by the National Association of Elementary School Principals found the typical site administrator working seventy-two hours per wek, including at least three evenings and either Saturday or Sunday.

The Sarah Armstrong scenario illustrates a busy but perhaps manageable set of expectations. But the March 13, 1978, issue of Newsweek explained what happens when the principal's job is unmanageable. Entitled "Burnt-Out Principals," the article looked at William Van Buskirk from Adams City High School in Denver (25).

> "At Denver's Adams City High School, William Van Buskirk smoothed crisis after crisis – walkouts by political radicals, riots by angry Chicanos, even gunplay in the halls – while maintaining an admirable educational program. His efforts won him a nomination by local educators in 1965 as one of Colorado's outstanding principals. But Van Buskirk paid a heavy price. He worked seven days and five nights a week until he grew exhausted physically and emotionally; he also ended up in divorce court. After eight years in that job, Van Buskirk quit to open a less taxing consulting firm. 'You're supposed to be a miracle worker,' he says of his old position, 'but nobody offers to help the principal on his job. I felt alone.'"

This scenario depicts a competent but harried principal trying to lead people from chaos to some semblance of normalcy. Personal costs were high. The question arises, "Does anyone really give a damn?"

While there apparently is no total agreement on what a principal does, there is little doubt that whatever the job functions are, they are demanding.

Historically there has always been a difference between what the principal was supposed to do and what was done. As early as 1918, Gray (26) identified supervision and improvement of classroom teaching as the most significant phase of the principal's work. Since the 1920's many authorities in the field of education have consistently held that the most important responsibilities facing the principal were in the areas of supervision of instruction and curriculum. Even at this early date, Flowers (27) found considerable difference between "what is and what should be." He found principals in and around Baltimore, Maryland, spending time in the following classifications:

1.	Administration	26 duties
2.	Supervisory	11 duties
3.	Clerical	7 duties
4.	Community and Miscellaneous	7 duties

Principals spent in excess of sixty percent of their time on administrative and/or clerical details.

May's (28) study of the changing role of the principal between 1946 and 1962 arrived at the same conclusion as the earlier Flowers' findings . . . and the trend has continued. That is, while most people believe the principal should be the school's instructional leader, there is little evidence that most principals have the time and/or knowledge to perform this function.

In fact, some challenge the assumption principals should be instructional leaders. There are at least two strong arguments in opposition to the instructional leader concept – both, I believe, can be refuted. One argument suggests principals can't be expected to offer supervision in curriculum areas where (s)he has had no direct experience. Ayer, Hall and Little (29) posit the notion

that, while an administrator cannot be an expert in all areas of curriculum, (s)he should have some specific knowledge of several subject areas and be acquainted with each of the other general learning areas. Furthermore, they argue principals should be familiar with noted authorities, resources and research, and should keep abreast of significant changes in methods and techniques for teaching the various subjects. There are, fortunately, excellent models for California administrators who see supervision as a top priority.

At least five models of clinical supervision help principals know what outcomes should be expected from the various curricula, what prescriptions (following diagnosis) are appropriate for students and what teaching strategies are likely to produce greatest dividends in terms of student achievement. The purpose here is not to expound on the virtues of the models, but simply to underscore them as support for the contention that principals can be instructional leaders. (Please refer to pages 26-27.)

In addition to the models previously cited, the models developed by Keith Acheson (University of Oregon) and by Norman Boyan (University of California at Santa Barbara) are worthy of special mention. These models for clinical supervision offer what the principal needs.

A second argument against the principal as instructional leader is waxed by those who believe the principal should be a "facilitator." The principal, for this argument, is not viewed as a strong instructional leader; (s)he has the responsibility to help achieve what curriculum experts, teachers, the superintendent, students, members of the community and significant others deem important. Often this principal is concerned only about school climate factors, i.e., ways to improve the morale, trust, and general cohesiveness of the entire educational community. At least two constraints, in reality, keep the concept from functioning very well. First, while the principal seeks to find ways for all of the constituents to pull together, in today's real world, they don't always see eye-to-eye. Pushed by superintendents from above, citizens from the side, and students and teachers from below, many principals are unable to lead – or even respond to the many conflicting demands. Mitchell (30) says it well:

> "The principal is a man (woman) caught in the middle. (S)he is supposed to speak for his (her) school, his (her) teachers, his (her) pupils, and the neighborhood, hoping to provide for everybody the elements of good education. But at the same time, (s)he is supposed to represent the school board and the central office of the local school system and enforce their policies. It is not always easy to harmonize the two functions."

An analysis of a second constraint may be even more convincing; a principal must be more than a facilitator. A facilitator, usually, cares primarily about the school climate and the factors affecting positive self-esteem for students and staff. The overriding theory here is that those who feel positive about themselves perform well academically in school; therefore, the challenge is to help students reinforce positive feelings about self. Apparently, however, that isn't the way positive self-esteem works. A recent publication in ACSA's Management Digest Series, Improving Self-Image of Students (31), convincingly shows that students feel positive about themselves when they achieve in school, i.e., when they learn those basic skills so necessary for a solid, educational foundation. The cycle doesn't begin the other way around. Putting emphasis on school climate factors without considering curriculum and instruction isn't likely to lead very far for most students. Students feel positive about themselves when they achieve well in school – or at least when they have enough success in enough areas that they know they are valuable as human

beings. When students learn, teachers receive numerous intrinsic rewards. These intrinsic rewards are powerful motivators for teachers. Again, instructional leadership prevails as a priority.

The instructional leadership/climate-facilitator debate, as most other debates, isn't an either/or issue. The instructional leader must pay attention to the "affect" in any classroom the same way (s)he pays attention to instructional techniques. What is taught, how it is taught, and how students and teachers feel about the instruction are all important areas for the leader to consider. Ignoring one matter serves to destroy the gestalt.

Being an instructional leader doesn't mean the principal makes unilateral decisions about teaching/learning. Principals today have real influence on faculties only when they learn to work together in planning and making decisions about the instructional program. To be successful, a principal must be seen as a leader and a helper rather than "the boss."

Many authorities on the principalship note that the principal's original power as an instructional leader has gradually transferred to teachers. Wagstaff (32) augments this argument:

> "As teachers gain power, principals tend to lose it. But there is no concomitant loss in responsibility. In other words, principals are still expected to develop and maintain good educational programs without the power to determine the best use of their primary resource – teachers."

An instructional leader in today's schools can't go it alone. Involvement of others is imperative; a principal more concerned about personal power than students' needs finds the job frustrating and unrewarding. That need not be the case. Principals who involve staff in decision making are not abdicating their responsibilities as instructional leaders; responsibility is shared. Principals encourage, inspire, and prod teachers to collaboratively talk and make decisions about the improvement of instruction. Positive collaboration almost never takes place unless the guiding hand of the principal is felt.

Why, Oh Why?

When one analyzes past and current trends and projects directions for the future, one begins to question the sanity of anyone aspiring to become a principal. On an hourly basis, for instance, most teachers at the top of the salary schedule make as much or more money; role expectations held by many audiences are nearly impossible to resolve; the state and federal governments expand or restrict many of the curricular alternatives; taxpayers are unwilling to provide fiscal support for quality educational programs; teacher tenure laws make it nearly impossible to terminate those few on the staff who are incompetent; job security for the principal is a joke (because the U. S. Supreme Court in its decision on the Barthuli case clearly stated that principals serve at the pleasure of the board); declining enrollment means many of the younger and more enthusiastic teachers will face termination; and the general public has a pessimistic attitude about schools (as reflected in the annual Gallup Poll on Education). Other than these few odds and ends, the principalship is a snap.

Whatever a person's motivation for becoming a principal, rarely would a mental image of the job include being a housekeeper, a highly-paid clerk or an embattled figurehead. Saranson (33) concluded that at the beginning of a principalship assignment, the principal wants the school to bear the stamp of his or her conception of what a good school and education ought to be. He or she wants to feel and to be influential. The dilemma begins when the principal realizes that words and power, far from guaranteeing antici-

pated outcomes, may be ineffectual and even produce the opposite of what was intended. Prospective principals possess a set of philosophic principles, whether stated or intuitive, about the purpose of schooling and aim their personal talents toward those purposes.

In essence, the principal hopes to bridge the gap between what John Gardner described as the "unloving critics and the uncritical lovers." Unloving critics are stereotyped by the Jarvis/Rickover profile. No matter what educators do to improve education, unloving critics belittle the efforts. Critics fail to give credit where credit is due. Although there are numerous areas where American education can be improved, we have had in the past and continue today to have the finest educational system in the world. Education in the United States has led to improved standards of living, increased income, advances in medicine and technology. This is the only country in the world that offers all the children of all the people an educational opportunity for upward mobility in our socioeconomic structure. No nation, educationally, does so much for so many. In addition to these contributions, I argue as well that the United States, because of democratic principles taught in school, may be the only country in the world capable of surviving Watergate without a major destructive revolution. We aren't perfect, but we have ways to make imperfect systems more responsive to the people they purportedly serve – without destroying the system.

Modifying the behavior of uncritical lovers is the area where principals see their greatest challenge. These people include those educators who are either unwilling or unable to see the necessity for improvement – for positive change.

As Mazzarella (34) has said:

> "No matter what one sees as the cure for today's educational ills, almost everyone agrees that the prescription is not merely more of the same. Change is necessary if we are going to meet our educational goals, and many believe that the key figure in plans to make changes in the schools is the principal acting as instructional leader."

Mitchell states (35):

> "More than just competent management is necessary to bring about thoroughgoing reform in the long-term public interest. When all is said and done, nothing will change unless educational leadership begins to set the wheels of change in motion. This idea is based on the knowledge that change does not just happen. Someone must instigate it and provide needed support and expertise while it is happening. The principal is in a unique position to do this.
>
> "Weischadle (36) notes that the principal is especially able to sense when change is needed because teachers complain first to him or her of irrelevant programs and outdated approaches.
>
> "Heichberger (37) believes that the dynamic leadership of the principal is the most important prerequisite to change in education. He sees the principal as the person who creates an environment where innovations are more likely to be successful. The principal accomplishes this by helping the faculty develop a sound philosophic base concerning what the school is attempting to do for students. In addition, the principal must create an environment that:
>
> allows humanistic discussions directed toward innovations
>
> provides adequate support and time for innovations
>
> provides for constant evaluation of the entire school."

The chart on the following page (by Matthews) illustrates two different perspectives on the role of the principal. Perceived one way, the illustration shows the many pressures and programs that rain down on the head of the principal. From this point of view, the principal has little chance for survival.

But from a different perspective, the principal is seen as the maestro, a director of a magnificent complex operation. All the pieces of the operation fit together. If the principal can view the total operation as a gestalt, rather than as isolated and unrelated parts of a whole, the principal can have a challenging and exciting professional life. By changing the uncritical lover, the principal can make an already good program better.

Why do people want to be principals? Because they believe they can make a difference.

Does Anyone Care?

Yes! Since the mid-1970's, focus on and concern for the principalship has become intense. Principals care about themselves, ACSA cares about the principal, and the legislatures at both the state and federal levels are beginning to exhibit increased concern. Local school boards and superintendents in California have, perhaps, exhibited the highest level of concern to date. This concern has most often been shown through the mechanism of the Management Team. While some principals complain that the only time they are truly members of the Management Team is when a strike is imminent -- or when a strike actually exists -- there is ample evidence that many district policies for salaries, working conditions and fringe benefits have been adjusted to accommodate the principal members of the Management Team. In a state with a collective bargaining law such as SB 160, it is instructive to note how few principals have sought recognition -- for negotiations purposes -- as supervisory units. The picture in California is much different than what one finds in New York, Michigan, New Jersey and other states where collective bargaining for administrators is routine. In these states, multiple administrative negotiating units have emerged.

As Bridges (38) wrote in his informative article in Thrust:

> "The willingness of administrators to join a union probably originates from the same force that motivates white-collar workers to organize. 'Before a group of workers can be successfully organized, there must be some initiating condition resulting in a widespread feeling of dissatisfaction,' wrote George Sayers Bain in his The Growth of White Collar Unionism. Consistent with this generalization, districts which lack the necessary 'irritating conditions' are not likely to have administrator bargaining units."

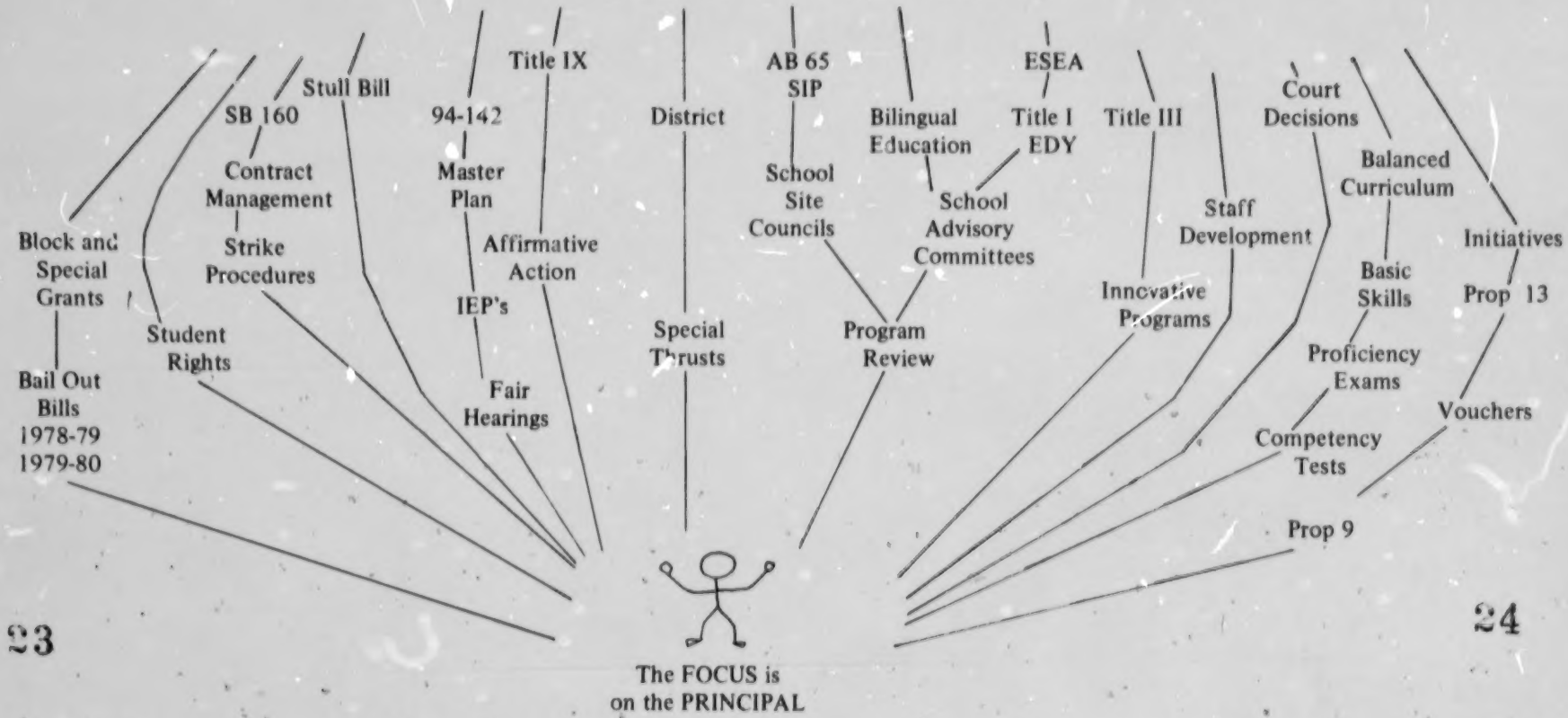
Something right is happening in California because the proliferation of administrative negotiating units has not occurred. And this positive situation has not happened by chance.

One reason, perhaps, for a more moderate stance on the part of site administrators has been planned decisions by many districts to fully implement the ACSA-supported Management Team Concept. The Management Team and You: Guideposts to Survival (39) is an excellent example of how one school district in California, Rio Linda, puts general ideas into daily operation.

Cunningham (40), the ACSA Board of Directors, and ACSA presidents such as Noble, Hawkins, and Stewart have placed top priority on the Management Team. The list of criteria for effective teamwork (page 16) is indicative of the strong push ACSA has made to assure positive working relationships between the superintendent, board of trustees and principals.

PRESSURES ON THE PRINCIPAL

IT'S THE DIRECTION THAT COUNTS



15 A

SUPERINTENDENT'S MANAGEMENT TEAM SELF-ASSESSMENT LIST

Under Collective Bargaining the development of a meaningful and successful Management Team is one of the major challenges to every superintendent in California. Following is a checklist of suggested practices of successful Management Teams which should be seriously considered by superintendents of each school district in the state. It is obvious that the Management Team will vary with the size of the school district.

This is intended as a self-assessment.

	Yes Accomplished	In Process	Not Accomplished	Not Applicable
1. Have you established a separate set of Management Team board policies . . .				
1(a) Do your Management Team board policies include the following:				
Administrative work year				
Administrative vacation schedule . . .				
Reassignment policy				
Promotion policy				
Dismissal policy				
Administrative Evaluation policy . . .				
Employment policy				
Staff cutback policy				
Professional growth policy				
Professional organizational activities policy				
Leave policy				
Definition of the role of the Management Team				
1(b) Have you provided fringe benefits beyond other employees:				
Health Insurance				
– for family				
Life Insurance				
Optical				
Physical Exams				
Car mileage				
Early Retirement				
Normal leave policies				
Dental				
2. Have you developed a Management Team Salary Schedule separate from the teacher salary schedule				

	Yes Accomplished	In Process	Not Accomplished	Not Applicable
3. Have you placed representative site level administrators on the superintendent's cabinet				
4. Have you developed a job description for each position on the Management Team .				
5. Have you developed and adopted a board policy on management problem-resolution procedures				
6. Have you placed representatives of site level and central office on the negotiating team				
6(a) Is there a Management Team representative in executive session when discussing negotiations and/or management issues				
6(b) Is there a procedure whereby these representatives report back to their constituents on the Management Team				
7. Have you developed a written procedure for Management Team input to:				
Budget development				
Policy development				
Negotiating posture				
Appropriate Board agenda recommendations				
8. Is there Management Team involvement in selection of other administrators, including written definition and model of the role and responsibilities of the members of the Management Team				
9. Have you considered multi-year contracts for members of the Management Team .				
10. Have you established regularly scheduled meetings of the Management Team with the superintendent which allows for two-way communication				

		Yes Accomplished	In Process	Not Accomplished	Not Applicable
11.	Have you had in-service sessions on school finance with Management personnel . .				
12.	Have you budgeted for Management Team staff development				
13.	Have you had an in-service session to acquaint all Management personnel with one another's scope of responsibilities and interrelations, including classified management				
14.	Have you had in-service sessions with the school board regarding role and function of Management personnel in light of union activities				
15.	Have you developed a procedure for evaluation of the Management Team process				
16.	Have you developed a board policy re: relationship between Management Team/ Board and between members of Management Team				
17.	Do you have a procedure for Management Team evaluation of superintendent .				
18.	Do Board and Management Team get together informally				

Another source for assistance on the Management Team is a publication entitled A Digest of Ideas for Implementing the Management Team (41). This document was developed by a group of ACSA members on special assignment. (A special Management Team service is also available – at no charge – through ACSA/CSBA. To obtain team services in a district, contact Ray Curry at the Burlingame office (415) 692–4300.)

The one big hurdle in the path of the effective Management Team is over the barrier of due process – legally and procedurally. Although ACSA does not support tenure for administrators, it does support procedural and legal due process when issues of reassignment and/or termination are at stake. To date, little progress has been made either legally or with the California School Boards Association on this job-security issue. As Maslow points out in his studies on self-actualization, it is impossible for people to aim attention at higher order achievements when lower order (security) criteria have not been met.

Even though two ACSA-sponsored due process laws (on two separate occasions) passed through the California Senate and Assembly, Governor Brown vetoed them. Until the security issue is faced and resolved, anxiety among administrators will continue.

There is no further need here to state the obvious; the principalship is a tough job. The task is not to bemoan what is; more fundamentally, the task is to carefully analyze and act on what can be done about it. I believe there are solutions for the problems that inundate the lives of principals and the children they affect. Our challenge is one of identifying what the principal can and cannot be expected to do, and then getting about the task of improving ourselves. Although it isn't particularly in vogue these days – because many people seem intent on tearing down rather than building up – I feel optimistic about the future – and excited about the challenges we face. We, as administrators, must find ways, for a variety of reasons – largely because no one else is going to do it for us – to help ourselves. We must assume a posture of hope – not blind hope or childish optimism – because the real world around us rules that out – for without hope there is defeat. And the stakes of defeat are too high!

Fortunately there are principals who feel quite positively about their work and those they work with. The statements which follow are verbatim from the NASSP Report on Principal Attrition (42).

- High school principalship is the most exciting and rewarding job in the world.
- While the job is demanding, I still believe it is rewarding and worthwhile.
- I've had a very good experience and no regrets.
- Thank God for a good job, with which I have been able to take care of my family, and also for good health.
- Loved my job, had a good career, no regrets.
- The position has been extremely demanding and rewarding. There are by far the best opportunities for influencing educational programs, teaching methods and school climate in the principalship.
- It is a very challenging job. One must love young people. One must be able to accept the pressure involved. One must be organized. One must surround himself with the most intelligent and devoted people from top to bottom that can be found.
- It is a great service to render when you work with such fine faculty and students.
- As a young person again, I would pursue the same path.

This statement just about sums it up:

- It can be very rewarding, personally, if you can get a handle on the total job; otherwise, quite frustrating.

Enter Assemblymember Dennis Mangers.

California Moves Into Gear

Without doubt, the catalyst for concern regarding the beleaguered principal in California

has been Assemblymember Dennis Mangers (D-Huntington Beach). As a former teacher, principal, director of a consulting firm in the area of reading, and as a former school board member in Huntington Beach, California, Mangers has long been concerned about the quality of education in our state and how to improve it.

In September, 1977, the Assemblymember received legislative approval to establish an Assembly Education Committee Task Force on the subject of elementary and secondary school principals. Specifically, the task force was charged with reviewing the adequacy of pre-service training, evaluation, and continuing professional development of school principals. The task force prepared its report and presented the findings to the legislature in September, 1978; the title of the report was The School Principal: Recommendations for Effective Leadership (43).

The summary of findings presented to the legislature is not too surprising, given the context of the preceding portion of this paper. Briefly stated, the findings indicated:

The Principal and Schooling

1. Research indicates that at schools where student achievement is higher than might be expected, principals provide strong leadership and support.

2. Studies show that the principal is the most effective agent bringing about educational improvement.

3. Although principal leadership is essential to effective schooling, many principals are neither prepared nor encouraged to be educational leaders.

The Principal's Changing Role

4. Many forces for social change are being applied to the school.

5. Programs recently mandated by the courts, federal and state governments and school boards have dramatically changed the demands being made on school principals.

6. Effective leadership may be impossible for many principals unless they receive additional support and assistance.

7. Major changes need to occur in five areas in order to ensure that school principals gain the skills, abilities and awareness necessary for effective leadership. These areas include: Pre-service training; recruitment and selection; continuing professional development; support services and evaluation.

Pre-Service Training and Credentialing

8. According to many principals, their academic training did not prepare them for their major responsibilities as school administrators.

9. The current licensing system lacks high standards for evaluating the adequacy of a candidate's preparation.

10. Candidates for an administrative credential may not be required to undergo a field experience which provides them with an opportunity to experience the demands placed on the principal.

11. Little effort is made to identify exemplary principals and assign field work candidates only to the masters in the profession.

12. The current examination process is inadequate for measuring the competence of candidates for an administrative credential. (Rescinded by legislation.)

Recruitment and Selection

13. Many districts allocate resources for

recruitment and selection which are insufficient to adequately evaluate a candidate's strengths and weaknesses.

14. The selection process seldom requires the candidate to demonstrate competence in the field.

15. The selection process does not ensure that the search is broad and that the applicant pool reflects qualified persons, including minorities and women.

Continuing Professional Development

16. Research indicates that continuing professional development is critical to effective school programs.

17. Continuing development for principals is funded in selected districts by the state through categorical programs.

18. Despite state, local and private efforts support for comprehensive continuing development for principals is inadequate.

19. Few districts operate under policies and programs which systematically provide principals with needed skills.

20. Typically, professional development programs place participants in a receptive role with little opportunity for them to identify their training needs.

Support Services

21. Some principals are finding that they face an increasingly complex role with limited opportunities to gain requisite leadership skills and to receive technical assistance.

22. Principals can find themselves isolated and overwhelmed. As a result, some principals try to do everything while others react by doing as little as possible.

23. The key to an effective system of principal support is district organization.

24. The skills needed to provide technical assistance and training for principals are available among principals, district staff, county offices, the state department of education, professional organizations and college and university faculty. The job is one of coordinating resources to link principals with others who possess the needed skills with those who need training and assistance.

25. Recent research suggests that successful school improvement projects give school level staff the skills to identify and solve problems themselves.

26. Districts can benefit by recognizing principals as a key resource in problem identification and resolution.

Evaluation

27. The effectiveness of school principals in some districts is too often measured by their ability to "keep the lid on" and serve the needs of the school district bureaucracy.

28. Some principals report: (a) little knowledge of criteria used by supervisors to evaluate them, (b) infrequent evaluations, (c) judgments by supervisors which are seldom based on direct observation, (d) little involvement of those to whom their work was most visible – teachers, students, parents and other administrators, (e) primary attention is given to minor objectives, such as "accuracy and punctuality in submitting reports" and maintaining an attractive school.

The findings did not adequately cover the total gestalt of the principalship, but they

certainly opened some eyes. The task force recommendations prompted individuals and groups to initiate action. While some groups invested considerable time and energy trying to discredit the report, most agencies began to think about ways to overcome shortcomings.

The State Department of Education, for example, initiated a special group to look carefully at inservice opportunities available to principals. Additionally, the State Board of Education identified "administrative renewal" as a critical need, supporting that need by designating over $300,000 in Title IV-C monies for the development of exemplary administrative staff development programs.

The California Commission on Teacher Preparation and Licensing, the agency responsible for granting administrative credentials, began a renewed look at criteria required for certification. Because the CTPL overviews administrative preparation programs, colleges and universities must receive approval from CTPL before establishing their program.

In San Diego, Santa Cruz, and Los Angeles, the county offices of education started new divisions within their organizational structures to test pre and inservice alternatives. These embryonic developments hold great promise.

ACSA also followed the task force recommendations with relevant activities. For example, careful analysis was made of the report. (See Appendix A for an analysis made by the ACSA Research, Evaluation and Accreditation Committee.) Thoughts about ways to overcome deficiencies were put in writing (44); discussion groups were started within the ACSA region network to comment on the analysis; Assemblymember Mangers was invited to address multiple ACSA audiences and to share his interpretations and solutions to points made in the report; Project Leadership was restructured to more closely coincide with the competencies outlined in the report; new training materials were developed in the form of presenters guides. Much is underway, much more is needed.

While the other groups considered "what" needed to be done, the staff development branch in the state department began to consider more effective means for delivery. That is, when agreement is reached on what, specifically, the principal needs to be effective, delivery systems must be put in order to help the principal and the competencies interface. The delivery system has happened by "chance;" that isn't good enough.

Lastly, Mangers – with assistance from Ed Beaubier – maintains a small work force to follow through on specific points in the report. People on this work force are now beginning to "coordinate" most of the results generated by the other groups. The coordinating group is composed of representatives from the other special interest groups; at least theoretically, the coordinating group helps the left hand know what the right hand is doing. Since special interest groups seldom agree on every issue, the coordinating group serves both clearinghouse and sounding board functions. It is a forum for discussion and debate, for compromise when necessary. Perhaps through this group, an agreed-upon agenda for the improvement of pre and inservice education can be built, an agenda that can be presented to policy makers as one containing a reasonable level of agreement representing multiple interests. (Perhaps the agenda will overcome criticism from those lawmakers who remark that comprehensive educational improvements are impossible – piecemeal legislation being the result – because educators can't reach agreement on what needs to be done.)

II. RECOMMENDATIONS AND ACTIONS

What recommendations were made in the Assembly Education Task Force report? What is happening to the recommendations? Are we moving fast enough? Far enough? These questions serve as guides for the analyses that follow. In the next section commentary is offered on each of the significant recommendations in the Report.

Summary of Recommendations

> "Preservice Training and Credentialing: We recommend that the legislature revise current law to require the Commission for Teacher Preparation and Licensing, in conjunction with representatives of post-secondary educators and school administrators, to: (a) identify the competencies necessary for being an effective school leader; (b) devise techniques and procedures for approved institutions to measure these competencies; and (c) regularly update these competencies and other credential guidelines to reflect changing requirements."

Obviously it makes little sense to direct energy toward (b) and (c) until there is agreement regarding (a). Contrary to the majority of public opinion, CTPL has for a long time used selected criteria to approve institutions preparing administrators. Not too many years ago (1972) in fact, a long and careful study was made to establish such criteria. As a result of the study, a new set of competencies was organized into what are now known as the Ryan Credential program criteria. It is presently estimated that of all California public school administration, only 6.2 percent hold the Ryan Administrative Services Credential. Critics of the Mangers' Report argue that too few Ryan principals were included in the data-gathering phase of the study. If more Ryan principals had been surveyed, critics suggest, results would have been far more supportive and complimentary.

Because "what" principals receive in their pre and inservice preparation programs is so critical, at least three different groups are re-examining competencies. The SDE is developing one list, ACSA is developing another, and the CTPL is again reviewing competencies adopted for the Ryan Credential. (An analysis of the competencies is made in the next section of this report.)

> "We recommend that post-secondary institutions which offer administrative credential programs ensure that: (a) required courses include specific learning activities centered around identified competencies; (b) professors of school administration receive ongoing professional development regarding the changing role and responsibilities of the school principal; (c) exemplary school administrators are encouraged to work as part-time professors of school administration; (d) all credential candidates have opportunities to complete field experiences, under the direction of exemplary principals, which are designed to allow the candidate to acquire identified competencies; (e) credential candidates have mastered identified competencies in the field before they are recommended for credentials."

Most "approved" institutions believe they have already developed the competencies suggested in (a); a review of selected competencies shows many of the IHE's have developed very specific competencies and criteria for evidence of success. In all fairness, though, some IHE's have stated their competencies more in terms of goals than objectives. When vagueness occurs, it is difficult, if not impossible, to determine when prospective principals have reached

an acceptable competency level. If competencies already prepared are to be effective, at least two problems must be overcome: (1) globalness needs to be reduced, and (2) an answer must be obtained to the question, "What evidence will be accepted that a particular level of competence has been achieved?" When the competency issues are resolved, we may look forward to the day when the prospective principal is expected to obtain a minimum level of proficiency on specified competencies to obtain a credential – similar to the way high school youth are now expected to meet minimum competency requirements to obtain a high school diploma.

For prospective principals to learn the skills of their profession (b), those teaching the candidates must possess current and realistic knowledge and have the ability to transfer (communicate) that knowledge. By strict interpretation, the recommendation above presumes that pre-service preparation for administrators will always take place at institutions of higher education. The presumption, however, is questionable. Conceivably not only will the traditional institutions of higher education continue their work, but other agencies and/or individuals will also assume preparation responsibilities. Learning to be a principal is a process, not a site. It makes little difference where the learning takes place as long as the competencies are learned. In the report, principals (based on extensive interviews) attributed success for their jobs to two types of practical experience: (1) experience as a classroom teacher, and (2) on-the-job experience as a principal. From this information a strong case can be built that some/much pre-service preparation of principals should take place as close to the job as possible. Local school districts, in fact, could become the training sites where the processes of the principalship are learned. Care, however, must be taken in such training proposals to go beyond "supervision;" certainly theoretical and philosophical content should not be ignored.

For part of the principalship preparation, help is available from the Professional Development and Program Improvement Centers in California. Each of these centers focuses on clinical supervision as a major thrust; evaluations of the centers have been quite positive. Since one survey item in the report showed principals felt only one course – supervision of instruction – was absolutely essential for the beginner, competencies in this area might be learned at the PDPIC.

Updating those who teach principals is a fascinating issue to ponder. What would happen if these people had to renew periodically their "license" to teach? What if these people had to demonstrate periodically their right to prepare administrators? I suspect there would be a number of professors (and others) who would frown on the idea, but the thought is still intriguing. Perhaps this approach is another way to gain some semblance of quality.

This (c) recommendation is one that IHE's have followed for quite some time; that is, exemplary school principals have often taught part-time as professors in the field of school administration. Following Proposition 13, however, major cutbacks were made in funds available to most training institutions. Decision makers at the IHE's scrambled to retain as many of their full-time professors as possible – and the first cuts included those who worked part-time. Proposition 13 woes were compounded by declining enrollments in administrative preparation programs; many candidates elected to obtain the credential via the administrative examination. The exam took less time and was definitely less costly. Some 9,600 persons took the exam in 1977. Candidates drained off by the test did little to help IHE's meet their body count and tuition quotas.

While the recommendation has merit in concept, the likelihood it will be extended beyond the current level is open to question, expecially if preparation institutions fail to receive fiscal assistance. As circumstances stand today, the primary chance for this recommendation to happen is when older members of the IHE staff retire – or move away.

The (d) recommendation realistically refers to an administrative internship, an opportunity which would allow prospective principals to gain experience in the field. Again, the concept is one many in education hope to see implemented. The internship may be the best, single approach for overcoming preparation problems; again, the obstacle of fiscal support stands in the way. (Please refer to page 57 of this document for a review of the position on administrative internships as adopted by the ACSA Representative Assembly and to pages 67-68 which outline an administrative internship currently under study by the CTPL.)

The Mangers' Report contains three other recommendations for improving pre-service training and credentialing. Since comments regarding those recommendations have already been covered in the context of the preceding paragraphs, repeating them here would be redundant.

> "Recommendations Regarding Recruitment and Selection of School Principals: 1. We recommend that school district governing boards establish written policies for the recruitment and selection of school principals which reflect community needs and which provide for a thorough, open and extensive search."

What can be said about this recommendation? Certainly it behooves any school district to seek the most qualified principal it can find for whatever unique position (s)he is to fill. Frankly, based upon the number of job ads appearing in ACSA's Job Information Survey (45), one is hard-pressed to believe school districts don't already invest considerable time and effort on both job descriptions and search procedures. The exceptions, perhaps, are those districts that have nurtured aspiring personnel within the district for principal vacancies. Criticisms in the Mangers' Report are instructive, and, if valid, corrective action is required, e.g., (a) administrative positions are filled without their being advertised within or outside the district; (b) jobs are filled with persons who are "sponsored" by the superintendent or by others, rather than as a result of a bona fide open search; (c) job descriptions used for recruiting principals are inadequate to describe the demands of the position being advertised; (d) where selection criteria are developed, criteria are not always developed with the assistance of, nor do they respond to, the school community's needs; (e) affirmative action requirement – finding competent women and minorities – when followed, may be satisfied pro forma rather than as a means toward a fair evaluation of all candidates.

> "2. We recommend that the legislature, in conjunction with school districts, county offices of education, and colleges and universities establish pilot projects to assist selected school districts to recruit and select administrative personnel. These projects could: (a) gather and organize information regarding techniques for selecting and evaluating management personnel; (b) serve as a clearinghouse for candidates and districts; (c) assist districts in evaluating candidates according to competencies prescribed by such districts; (d) conduct national searches for qualified candidates for job openings; (e) conduct research regarding improved techniques for evaluating administrative talent; (f) train appropriate central office administrators in needs assessment recruitment and selection procedures which

are necessary for hiring principals. Pilot projects could be conducted through county offices and/or staff development resource centers created by AB 551 – Hart (Chapter 966, Statutes of 1977)."

The recommendation here is heartily supported by nearly everyone associated with education. The ACSA ad hoc committee felt quite strongly and positively about the recommendation and its position was supported by the ACSA Representative Assembly (see pages 55- 56 for a discussion on this topic.)

"Recommendations Regarding Administrator Professional Development:
1. We recommend that all school districts and county superintendents of schools develop written policies and practices to support ongoing professional development for each school principal. We encourage associations of school board members and administrators and the State Board of Education to lend their support and encouragement to this end."

Notable action is already underway on this recommendation. Although not all school districts and county offices have developed the suggested written policies (in light of Proposition 13 they may not believe they can deliver what the policies define), many districts and county offices have found ways to redeploy their scarce resources to meet the intent of the recommendation.

Among efforts started are the following: Title IV-C Projects; National Teacher Corps Programs; Teacher Center Activities; Regional Professional Development Programs; Project Leadership; PDPIC offerings; state conferences by the SDE/ACSA/CSBA. (See Appendix B for an analysis of IV-C administrative projects.)

For these projects to be effective, focus is necessary. The Mangers' Report lists six areas of focus. Immediately following publication of the Report, ACSA staff members made a careful analysis of the publications and training packages already available for use. A summary of the findings is reported here. (The major focii in the report are indicated by titles and by Roman Numeral designations.)

I. Instructional Skills

The monitoring of instruction requires that the principal visit the classrooms frequently. (Clinical Supervision.)

At least four separate resources are concurrently available to help principals meet the demands of this obligation. These include:

- The enabling behaviors approach developed by Art Costa at Sacramento State. A publication on this subject is (RELATE) available from ACSA (46).

- The superior teaching/learning processes developed by Madeline Hunter and effectively translated into action in the various Professional Development and Program Improvement Centers (PDPIC).

- The teaching strategies developed by William Luehe and Richard Ehrgott and published in their book (available from ACSA) entitled Clinical Supervision (47).

- The ACME (Aims-content-method-evaluation) teaching strategies contained in the Stanford Teacher Appraisal Guide. Information about this approach is contained in an ACSA publication titled Micro-Teaching: Medium For Improving Instruction (48).

At least some California principals have learned the techniques and are now using them as a regular part of their administrative repertoire. Theoretically more principals would use the techniques if they had the time to make observations when they learned how.

The actual observation, however, is only the beginning of the sequence of events which can lead to improved learning opportunities. After observation, for instance, the principal needs to give feedback to the teacher within a reasonable amount of time. (In some districts, contract agreements require principals to announce their intentions to visit a teacher's class -- and then the contract makes it necessary for the principal to give feedback to the teacher within twenty-four hours following the classroom visitation.)

Obviously feedback can go either of two directions (at the extremes). The principal may find certain instructional improvements are needed. In this case the principal should help the teacher prepare a professional growth plan -- to make certain efforts are taken to work on an area of weakness. The principal can be supportive by showing a sample of his/her own growth plan. This says to the teacher, "It is okay to continue to learn and grow. You are a good teacher. We can work together to improve ourselves." The principal may even show the teacher how to prepare a growth plan.

Many principals have found the use of the Self-Performance Achievement Record (49) (SPAR) useful as a growth plan. The SPAR document is available from ACSA. Joe Farias, principal of Castro Valley High School, reports that fifteen of the teachers in his building use the SPAR plan and that the results are quite positive. While occasions for feedback are directed usually at growth and improvement, there may be times when the principal needs to give feedback that points toward termination.

One doesn't need to be in or around education very long to learn that few teachers are ever dismissed. John Stull in November of 1978 presented to the Senate of California a report on educator evaluations (50). (A copy of the entire report is available from the Senator's Office.) Stull's report concludes that teachers in California possess greater job security and immunity from licensing censure than any other profession. Stull's report, for example, illustrated that only one out of 8,050 teaching credential holders in a particular year were sanctioned for discipline or dismissal procedures. This figure compares to:

Contractors	1/190
Doctors	1/576
Lawyers	1/616
Civil Service	1/628
Accountants	1/2241
Cosmetologists	1/3339

The Stull subcommittee, however, concluded that the tenure law in California is not the sole problem with terminating incompetents -- indeed it is but a problem. At least two simultaneous actions are required to alleviate the situation. First, the legislature needs to make modifications in the current tenure law. At the same time principals need to become more proficient in their responsibilities for building termination cases.

On the point of legislative action, one bill has already been introduced (SB 1804). While teacher organizations were able to muscle enough political power to keep the bill from passing, it was interesting in introspect to note how silent other supposedly concerned parties remained on the proposed bill. Both the PTA and the California School Boards Association failed to lend support to the bill until it was too late. Although the bill was defeated in its first appearance, there is strong sentiment supporting the concepts found in the initial legislation; it seems only a matter of time until it or something similar will be approved.

The legislation will not suffice unless principals learn what to do to terminate incompetent people. Fascinatingly, the Stull Report points out that incompetence alone is not sufficient to remove a teacher. Indeed, most

dismissal cases do not turn on incompetency. To draw from page 22 of the Stull Report, the following statement applies:

> "The data available on dismissal charges filed against teachers covered five years and involved all 183 filed cases, or about 36 cases per year."

And then again from page 26:

> "It is also unfortunate that data on credential revocations or suspensions cannot be correlated with data on teacher dismissals. Over the 1972-77 period, the dismissal statistics indicate that of 183 teachers facing a dismissal filing, about 47 were actually dismissed by operation of law. Approximately 70 teachers won their cases and retained their jobs and about 67 cases were withdrawn before the three-member panel reached a decision. Of these cases withdrawn, our research indicates that close to two-thirds, or about 45, were probably resolved by the teacher resigning. Thus, in five years, about 92 teachers left the profession after dismissal charges were filed against them."

From all this, we can conclude that not many teachers are considered for dismissal, and those that are aren't likely to be in serious difficulty. People close to the scene insist that principals know little about case-building requirements. This is definitely an area for attention. Now off the ACSA drawing board is a training package (51) developed by Delaine Richards from the Irvine Unified School District to assist with this task. In-service with this package may be very beneficial to principals, teachers and students.

While the principal has primary responsibility for monitoring instruction at the classroom level, he or she is also responsible for the overall curriculum of the school. The principal, in this area, must provide the leadership to answer the following kinds of questions:

- Does the school have an articulated set of goals for the education of students in that school?
- Do the course offerings at the school lead toward the accomplishment of the goals for each student?
- Is there an appropriate sequence of skill or ability development at the school which is responsive to differing student abilities, while still helping each student to achieve his or her potential?
- Are learning activities based on staff understanding of students' physical, emotional and psychological growth characteristics?
- Are course offerings comprehensive enough to account for the varied interests and background of all students?
- Are the necessary resources (e.g., materials, personnel) available to accomplish the goals of the school?
- Is there a formative or ongoing process of evaluation and planning which allows for continued improvement of the instructional program?

These questions are valuable, but they are not all-inclusive. Let's take a look, however, at what has been enumerated and see where help can be found. For the past three summers, ACSA has sponsored workshops on the improvement of instruction through its Center for Educational Leaders. Outstanding curriculum leaders from throughout the United States have been involved in Center presentations; unfortunately, fewer than 600 principals, parents, board members and others have attended the Center. In 1978, ACSA initiated a statewide Curriculum Conference to call

attention to school improvement plans. Hopefully (limitations on conference funds as a result of Proposition 13 notwithstanding) additional conferences will be offered. The first and second conferences attracted some 1,500 people and the number is expected to grow. These activities, at their best, are minor when one considers the scope of the task and the number of people who need to be involved.

To define the goals of education, the ACSA Curriculum and Instruction Committee articulated a set of philosophic goals (available on request from the Burlingame Office). Moreover the publication, Chicken Little Was Right (52) (available from ACSA), especially Chapter 2, "Organizational Development Through Interpersonal Trust," shows how the activities (curricular and extra-curricular) are related to the goals of the institution. At a time when the disparities between values and behavior have been as freely exposed and fully discussed as they are today, directed leadership is invaluable.

With the exception of a variety of sequential performance standards gathered from school districts and on file in the Project Leadership Office (Newport Beach -- available upon request), ACSA has done little to develop appropriate sequences of skills or ability development materials or learning activities based on staff understanding of students' physical, emotional or psychological growth characteristics. ACSA has, however, promoted the use of State Curriculum Frameworks (53) and the use of the Technical Assistance Guide (54) developed by the State Department of Education. To suggest that the job is even close to completion is a gross overstatement.

A variety of workshops with strategies for redeploying the existing resources to accomplish the goals of the school as well as to encourage the use of community resources that often go untapped have been held. Only recently a number of sessions have been held to help principals implement the Gregorio Legislation (SB 1591) which enables schools to take advantage of community mentors through independent learning contracts. SB 1591 encables schools to generate ADA for even those students studying independently away from the school. Other workshops have been sponsored to help principals learn to apply for and to obtain funds through such legislation as AB 65, AB551, Title IV-C, and so forth. At a time when local funds are scarce, other funding alternatives become exceptionally important.

A new presenters guide (available from the Project Leadership Office in Newport Beach) developed by Ron Hockwalt (55) at the San Diego County Department of Education provides an important training package for principals concerned about formative and summative program evaluation. Program evaluation is imperative if continuous improvement in curricular offerings is a priority. Presenters are trained through Project Leadership; they teach others to use the training package. (See Appendix C for a complete list of ACSA's Project Leadership Presenters Guides.)

Even if training materials were available to answer curriculum leadership questions, important issues remain:

- What options are available to help students who have failed to meet the requirements of locally adopted performance standards? (An ACSA Curriculum Action Paper offers suggestions for this challenge.) (56)

- What conferencing techniques are appropriate when working with parents and/or students if remedial action is called for as required by AB 3408 and/or AB 65 or when an Individual Education Plan (IEP) is mandated by PL 94-142? A new Presenters Guide is being prepared to assist with the requirements in these laws.

- What textbooks should be selected to help meet the diversified needs of students, consistent with the goals of the institution?

Each year nearly every school participates in a series of exercises with the express purpose of making textbook adoption decisions. Too often, though, the processes suggested by the State Department of Education are ignored; even when many county offices of education establish exhibits and other sorts of displays presenting the texts available for consideration. Apparently the textbook selection procedure has a relatively low priority in the total scheme of things – a priority that needs changing. The principal has major responsibility for this activity, but it is fair to say most principals need new skills to help with this significant function. ACSA is developing a presenters guide for this purpose.

The principal alone cannot possibly do everything, but the principal must understand the elements needed for good programs in the classroom and at the school. With such an understanding, the principal needs to be aware of the resources that can assist individual teachers and groups of teachers in improvement efforts. Of special help to principals are two ACSA publications: Operations Notebook No. 20, Staff Development: Or Gettin' The Act Together (57) and Operations Notebook No. 22, Rev Up Your Staff Development Program (58). Each of these notebooks offers suggestions for identifying special needs for setting up staff development programs and for evaluating the effectiveness of such actions.

Both the Burlingame and Newport Beach Offices of ACSA maintain a list of competent human resources to aid as consultants on specific problems. Potential users of the human resources can contact either of the offices for names and contact arrangements. A complete listing of human resources and topics is available upon request. The listing is updated frequently as new topics and qualified personnel are identified.

II. Management Skills

Once again, let us turn to ACSA to see what there is to offer – as well as review some possible areas of need not covered in the report.

– Recognize when a problem exists. ACSA, through Project Leadership, has developed a useful publication, Component No. 5, Assessment Alternatives Component (59) available from the Newport Beach Office, which includes some thirty-eight instruments to help principals diagnose needs in a school.

The instruments aid in the analysis of data on a variety of subject areas, covering in scope both institutional and personal spheres. There are instruments, for example, to help the principal analyze personal leadership style and the congruence of that style with the expectations of the staff. There are other instruments to analyze factors associated with the climate of the organization. There are even tools for diagnosing the effectiveness of staff meetings and communication patterns in the school.

– Clarify problems with relevant information. In addition to the preceding needs assessment devices, there are other tidbits of useful information contained in a publication cited earlier, Chicken Little Was Right (60). Also, to help clarify problems a number of principals in the state have been trained in techniques for conducting an "Organizational Slice." That is, a team of two or more principals can enter a school and in a short period of time (such as a day) interview selected staff, parents, and students and grasp an accurate picture about what is working and what needs attention. This service is arranged easily when districts are institutional members of ACSA – at no

charge to the district.

(A similar district-free service is offered for Management Teams when it appears the team is functioning ineffectively.)

- Assigns priorities to completion of problem-solving tasks. An obstacle in the way of effective management is that of finding time to do all that needs to be done. Drucker says that outstanding managers have one thing in common; they know how to manage their time wisely. With this in mind, ACSA has developed an Operations Notebook No. 13, Time Management (61) and a presenters guide training package. ACSA workshop leaders throughout the state offer excellent seminars on the topic.

-Seeks, identifies, and evaluates alternative solutions. Today's principals need process skills for problem solving. These processes include: the consensus process, the brainstorming process, prioritizing processes, the Delphi Technique and force field analysis. These processes are used to determine "what" needs to be done, "how" to do it, "who" does it, and "when" it is to be completed.

Each of these processes – as well as their advantages and disadvantages – is spelled out in an ACSA Operations Notebook No. 16, Working With Advisory Committees (62). Many workshops through ACSA's Professional Development Program have helped principals learn the use of processes. Like other skills, the user becomes more versatile when using the processes to real situations – practice makes perfect.

The need for processes cannot be overstated. Without presenting a long discourse on their utility, suffice it here to say processes help: by obtaining closure on a plan of action without endless discussion; by selecting one or two actions more potent than others; by assigning specific responsibility for the completion of action; and by assuring follow-up.

- Understands types of decisions. In the real world of advisory councils, site councils, ad hoc study groups, and faculty senates, the concept of shared decision making is prevalent – even when the principal, by law, is held as the accountable person.

The most helpful ACSA publication on this subject is one entitled Shared Decision Making (63) (available from the Burlingame Office). This publication contains six training packages built around topics such as: decision making models, personality characteristics and institutional values, decision making evaluation techniques, accountability and responsibility, appropriateness of decision making, and decision making processes. This publication has had wide use – even prior to the establishment of site councils. Many valuable and practical approaches are contained in the document.

- Understands legal, economic and policy limitations of the decision-making process. ACSA hasn't done much to address this concept, although information notes have from time to time appeared in such publications as ACSA's Ed Cal, Thrust, and SELL.

- Distinguishes between decisions that are those of direct or superior/subordinate personnel, involves persons who will implement decisions, and clarifies commitments. These factors are covered in three ACSA publications and/or training packages. Each document has been cited previously, e.g., Shared Decision Making, Operations Notebook No. 16, Working With Advisory Committees, and the presenters guide on Problem Solving.

Making decisions, though, is only one management challenge; managing the budget offers a different set of circumstances and concerns. The report alludes to the magnitude of the job in this arena, but it doesn't spell out many of the mitigating factors. Limitations and constraints on spending, especially when categorical funds are involved, are complex and demanding – usually giving little latitude

and/or flexibility. Finding ways to manage personnel supported by multiple funding sources can be a taxing experience – an experience often questioned, but seldom understood by anyone not intimately involved with legal guidelines. Both legislators and ACSA have responsibilities for action here.

Following Proposition 13, the official ACSA position supported and proposed block grants for local districts. A block grant theoretically offers greater flexibility to site administrators. The legislators disagreed with the ACSA position, however, and both categorical funding programs and other requirements, e.g., summer school for certain students, handicapped student programs, and adult education were built into SB 154. Subsequent legislation, however (AB 8), established "sunset clauses" for many of the categorical programs. Future modifications, i.e., the weighting formula (allocation of funds based upon the special needs of students) may enable principals to control more of the budgets for which they are held responsible.

ACSA needs training programs to simplify, as much as possible, accounting procedures at the site level. No plans at this time, however, are in the works. When legislators have come to some agreement on school financing, perhaps then it will be possible to develop training programs and support materials. Currently the most helpful workshop on budgeting is offered through Project Leadership, a workshop entitled "Zero Based Budgeting." Irrespective of accounting procedures, the zero based budgeting concept allows principals an opportunity to analyze each school activity and the level of funding it receives in light of the activity's relationship to the goals of the institution. Already there are several people well qualified to explain and interpret the features of zero based budgeting; a presenters guide on the topic is being considered.

Although management skills primarily influence decision making and logistical manipulations, i.e., making certain the right resources – money, facilities, people, material – are in the right spots at the right time, today's principals have other management requirements. Contract management and grievance procedures are two areas in which the report is relatively silent. Unfortunately the arrangements in contracts and/or grievance procedures are often negotiated at a place other than the school site (and often without a given principal's input); still the site administrator is expected, both by the Management Team and the teacher's union, to fulfill the contract to the letter. Bending from a negotiated agreement to help a teacher, i.e., giving permission to leave a building early for a doctor's appointment, could result in a "past practices" claim. Much of the past administrative humaneness may have been negotiated away. Principals must understand the contract and know what to do when there are disagreements about what the contract says and means.

Over time educators (both teachers and administrators) have learned to write more specific contracts; some ambiguity has been eliminated – but a quick glance at the number of cases waiting to be heard by the Public Employment Relations Board (PERB) gives insight to the numbers and kinds of disagreements evolving from contract disputes.

ACSA has sponsored numerous workshops and conferences on contract management and grievance procedures; every time there is a new PERB ruling, however, principals may have need for new information. This communication problem is onerous, especially when one wades through 150 pages or so of PERB commentary on a given case. Trying to synthesize the important parts of a major case is akin to producing all of Shakespeare's plays in one act.

Presenters guides for Contract Management (64) and Grievance Procedures (65) have been developed by participants in Project Leadership. Contrary to some principals' opinions

participation in one workshop on the above topics does not provide a person with all (s)he needs to know. Periodic review and updating is mandatory – not only in light of local agreements, but in terms of what is happening elsewhere in the state. For instance, principals should realize that with limitations on district dollars for salaries, negotiating units will likely attempt to extend the scope of the contract to include other factors – like the curriculum, types of acceptable students, disciplinary requirements, topics for inservice education, and so forth.

An extension of scope usually means the principal has even fewer options over which managerial judgments can be made. Sometimes those doing the negotiating fail to understand how the principal's hands are tied. When poor negotiations occur, the principalship is even harder to perform well. Unfortunately, the principalship is unique; it is hard to find analogous positions in society from which one can learn, e.g., city manager, President of the United States, Supreme Court Justice, captain of a naval ship, farmer. The principal usually learns to cope with new circumstances through on-the-job training – because the "how to do it" book is being written as the game is played.

III. Human Relations Abilities

Anyone who has either been a principal or who has been around principals would support the notion that human abilities are important assets because education is fundamentally a people business. But human relations recommendations are often vague and fuzzy. Note, for instance, the key words in the statements from the report – "involve parents, etc., " "open, honest and ongoing," "atmosphere of trust," "motivate to capacity." Even with this vagueness, the subject must be addressed.

– Involve parents, teachers, students and others in school-based decision making.

Not everyone agrees totally with these directions for human relation abilities. For instance, most principals agree it is realistically impossible to involve all parents, teachers, and students in school-based decision making; moreover, they find by experience that not all parents, etc., want to be involved in decision making. If everyone is involved in every decision, there may be no need for a principal. Moreover, the involvement of everyone in everything leads to a minimal and discreditable level of tokenism. If the idea, carried to its ultimate limit, were so powerful, we would eliminate a governor and the legislators, and put every issue on a ballot initiative. The basic concept of involvement, however, holds.

A principal needs to know how to involve specific groups on specific issues. Maintaining that involvement is key; practitioners know that parents and others most often participate when there is a real or perceived problem (usually a crisis). One district in Southern California, for example, tried to start site councils in many of their schools; unfortunately they had only minimal participation from community members. Upon the emergence of the Metropolitan Plan, though, concerned parents rose from out of the woodwork -- parents in the community wanted to know how they could get involved in some way to combat what they perceived as a mutual enemy.

Site councils in some schools, clearly, have been useful in getting people involved. One State Department of Education publication on the organization of site councils is particularly helpful to principals. This publication is applicable both for those schools engaged in AB 65 activities and for schools attempting school improvement efforts even though external funds are unavailable. Additionally, ACSA has an Operations Notebook No. 18, School Community Councils and Advisory Boards (66), prepared by Nelson Price, which describes practical ways to set up study groups,

advisory committees, and so forth. The bibliography contained in this publication is quite valuable for further reference.

To get and keep people involved seems to require at least three other variables, namely, leadership, an operational philosophy, and a systematic plan of action. I have already mentioned where information can be obtained for the first two requirements. A systematic plan, however, has not been mentioned. ACSA's publication titled Personal and Program Planning (67) is useful for this purpose. There are a number of options in this document for principals to show those who need to know "where the school is and where it is going." The State Department of Education's A-127 planning scheme is another model with proven credibility. Whatever plan is chosen, there are certain elements common to all: philosophy supporting activities, personal responsibilities, staff development (both personal and institutional), change processes, i.e., understanding how change comes about and how people work toward common expectations, formative and summative program evaluation, and a futures component, i.e., looking at the future and its implications for program changes and improvements. Chicken Little Was Right (68) already cited outlines another model for those interested in a systematic approach.

– Provide for open, honest and ongoing communication. ACSA periodically offers communication skills workshops using the well-developed training materials from the Northwest Regional Educational Laboratory called "RUPS" (69). More than a handful of trainers are ready and well-qualified to present this in-service program.

Project Leadership also presents workshops on conflict resolution techniques. Resolving conflicts in any organization is imperative. As many have learned from experience, being blatantly honest is not always the best path for resolution of complex and controversial issues. ACSA does not have a specific training package for conflict resolution; this is a definite need area. In the meantime, there are a number of excellent consultants who can lend a hand when needed.

Communication, though, is more than face-to-face exchanges. It also includes written interchanges as well. Principals occasionally run into difficulty not with what they say, but with how they say it. Lew Armistead of the ACSA staff has prepared a number of materials, including a presenters guide on School Public Relations: Common Sense Approaches (70) from which a wealth of information is available. Naturally competence comes from practicing the Armistead suggestions. Additionally, principals must remember that communication is a two-way function; that is, communication needs aren't satisfied solely by having principals talk or write to other people. The communication cycle is not complete unless and until there is feedback from those with whom an exchange takes place.

– Create an atmosphere of trust. Said another way, an atmosphere of trust means a school where a positive climate exists. About a decade ago, the Charles F. Kettering Foundation began research and development activities on school climate characteristics. Many of the publications from CFK are now carried in the ACSA publication brochure. The most useful publication is titled School Climate Improvement: A Challenge To The School Administrator by Bob Fox (71). This book has served as the cornerstone for many principals in California concerned about such climate indicators as: trust, morale, shared decision making, renewal, cohesiveness, and responsibility.

There have been more requests for workshops through ACSA on "a positive school climate" than on any other topic. Because of this interest, ACSA has prepared an Operations Notebook No. 19, Improving School Climate (72) and a presenters guide by the same title (73). Frank Clark was the prime author for both

sets of materials.

– Motivate students and staff to perform to capacity. Motivation is an important as well as an elusive and often intangible factor. Indeed, there are even some reasons to believe principals need to demotivate people. A word of explanation on this subject seems appropriate.

In California, perhaps more than any other state in the union, the idea that more equals better prevails. I, for one, doubt the accuracy of that conclusion. There are reasons to believe that schools could be more effective if fewer expectations, rather than more, were required. Before new programs are added, careful thought should be given the question, "What are we now doing that makes no difference?" Cuts should be made on those activities that have little or no pay-off for students. Since this matter was addressed earlier, there is no need to belabor the point here.

When schools stop trying to be all things to all people, motivation will be easier. People are inclined to do those things they can do well; success generates motivation for additional success.

There is much in the professional literature regarding motivation. Such motivational principles as the following are mentioned frequently: discovering where people agree they agree; providing authority with responsibility; maintaining a reasonably safe zone for people, i.e., avoid being too liberal or too conservative; obtaining a strong, critical mass of support for school change projects; and drawing on the strengths of people rather than focusing on weaknesses.

Each of the preceding is a valid construct, but how to motivate others is a complex task – something that has not as yet been reduced to a scientific formula. ACSA needs to begin work on this subject.

Principals need to be cognizant of factors that tend to motivate people as well as factors that tend to inhibit motivation. During these trying times, why would anyone want to improve upon his or her skills; few rewards are available. Many of the useful motivating factors of the past do not apply. For example, increases in salary are limited, the public's negative attitude about education doesn't help, the possibility of reduced class size is lessened when district funds are scarce, and the opportunity for support service has been reduced. Still, many people seem to have inherent motivation drives; they want to do the best job possible because they are proud of a job done well. This feeling of satisfaction is probably as true for educators as for any other devoted group of people. The day of the educational martyr, however, is past. The demands of everyday life are too great to rely solely on intrinsic rewards.

– The principal will periodically involve staff and community in the assessment of the school work environment, decision making structures and communication between the school and the community. I have already called attention to training materials and publications prepared by ACSA aimed at these factors. In the human relations category, key factors usually include trust, motivation and communication. When everything is said and done, the modeling behavior of the principal may be the most powerful tool available. When the principal demonstrates trust, two-way communication, and motivation, the same behaviors are nurtured in others. Positive attributes beget positive attributes. Is it possible these behaviors are inherent, not necessarily learned in training sessions? Clearly some aspects of administration are scientific and some are "art."

IV. Political and Cultural Awareness

The Mangers' Report outlined four areas under this heading. As one reviews this category, the meshing of competencies in this category with other competencies in other categories is both obvious and necessary.

– The principal will develop ongoing communication between the school and the community. This competency is essentially the same as number 2 in the Human Relations Abilities; the resources mentioned there are applicable.

– The principal will be able to assess the constituencies and power blocks within the school and community and will see that they are involved in school level decision making. Any site principal will recognize this competency as one over which mastery is desired; the concept was alluded to earlier in this paper. But the desire to know who is speaking for whom in some school communities is practically impossible, especially when community leadership changes frequently. At one extreme, a principal with whom we are familiar, has a student turn-over rate of 128 percent annually. Trying to determine leadership in this school community requires more time than is available. The rewards in this instance may not match the costs; on the other hand, there may be no alternative.

Although armchair skeptics and Monday morning quarterbacks criticize principals for not doing more about the identification of political and pressure group leaders, no one seems to have more than rhetoric to offer on the subject.

Indeed, at one time a special ad hoc group of Project Leadership participants studied "political implications for administrators" and attempted to develop appropriate support materials. After much discussion, study, and some early development attempts, the committee called its work to a close because the members were unable to get a solid foothold on the subject. A recognition of need was there, but expertise demanded to develop training materials was limited.

Outside experts have suggested that answers can be found by observing how politicians identify and use leaders in the community. This approach may be valid, but two constraints are worth noting:

1. Politicians have a much broader constituency than most principals in an individual school-community. In a total political area, although there may be some transient people, there is also a good chance opinion-setters are long-time residents. These people are likely to be the ones who put forth energy for action. They have to live with the results.

2. Politicians do not have to draw all the parents of all the children together toward common goals – at least to the extent expected of the school principal. A politician is expected to represent a certain philosophical position reasonably consistent with the people who cast the majority of votes. A principal, however, is expected to serve all of the philosophical biases of all the people in the school-community – practically an impossibility unless one is willing to compromise personal principles. A politician can bypass those with whom biases differ – as long as enough votes from enough of the people can be earned for re-election. A principal cannot afford to be too diverse, too different from any of the people; clearly, it is impossible to please all the people all the time.

Since only about forty to sixty percent of the registered voters cast ballots, the political model may not be transferable. Because so little is known about this remarkable area, ACSA needs to devote resources to study the matter and to fill the void with practical training materials.

– The principal will demonstrate an ability to resolve conflict within the school, or between the school and community. This subject was covered earlier.

– The principal will see that the needs of all clients of the school are met by the school program. Again, this topic was discussed

earlier; the materials mentioned apply. (See also two earlier sections, e.g., Instructional Leadership and Human Relations Abilities.)

Earlier in the paper there was mention of needs for cultural awareness information and training materials. This is another pertinent focus for principals. ACSA's discussion paper on bilingual/bicultural education (74) is one resource document that has proven instructive; other materials are needed. As the Dymally Report has shown and as the magazine The New West (75) has expanded, the population of California is transitioning from a place where Anglos have been the majority to a place where they will soon become the minority. This future holds many implications for schools and their functions. Waiting until the inevitable occurs is too late; now is the time to make plans for accommodating the shift.

The Spanish and black populations are not the only current minorities in California. Much is unknown – relatively less, perhaps, about Panjub Indians, Vietnamese, Chinese-Americans, Samoans, Cambodians, and so forth. Not only do training materials need to be generated to help the majority learn about minority populations, but minorities need to learn about each other, and about the myths often associated with the current majority population. ACSA, along with other pertinent agencies, has a primary responsibility in this area.

V. Leadership Skills

There are many definitions of leadership; each somehow evolves around the point that leaders motivate others to pull together toward common expectations. Leadership definitions presume someone has foresight about direction and is knowledgeable in the use of creative and imaginative strategies to help followers reach closure on their quests.

A leader must possess the ability to get people to work together. Sometimes, however, people pull together in the wrong direction. Too often, too many people figure out better ways to do things they shouldn't be doing in the first place. This is why the following recommendation in the Mangers' Report contains special substance:

> "The principal will demonstrate a willingness to keep abreast of current developments in the field through a stated plan of self-development which includes reading, participation in inservice activities, conference attendance, visitations and/or other professional development activities."

ACSA has many activities and resources designed specifically to help principals stay on top of professional developments, including those changes mandated by the courts and/or new laws. The ACSA statewide conferences, region PDP meetings, Project Leadership and publications including Ed Cal, Thrust, Curriculum Action Papers, and Special Reports offer principals a current perspective on promising practices. The popular ACSA Center for Educational Leaders (summer program) offers extended study opportunities for those interested in intensive preparation. (Various ACSA professional development materials, often used in the Center program, were outlined earlier in this paper.)

One serious omission in the training materials is in the area of "visitations." There are school visits, and then there are school visits. If one doesn't prepare well, one may still come away from visiting a school without relevant information. Usually it makes sense to have a team of people visit a school, and to have each person investigate answers to previously-designed questions. ACSA could give attention to this vacuum in the future; other matters at this time have higher priority.

– The principal will demonstrate leadership skills through a willingness to share new ideas

with the school, staff, other principals, district personnel, parents and the public.

The most useful training materials for this purpose are presenters guides produced by participants in Project Leadership. (See Appendix C for complete descriptions.)

Change Process: If school improvement is to occur, principals need to understand the change process, a process studied and explained by researchers such as Eon Guba, Ron Havelock, Mitchell Brickell, and others. These scholars describe six essential steps in the changing scheme of things:

> Awareness – helping people know kinds of improvement activities are possible.
> Information – learning indepth knowledge about activities, following awareness.
> Assessment – analyzing new activities in light of their utility for a given site.
> Modification – adjusting an activity so it fits the needs and resources of the particular institution.
> Pilot – testing the activity on a mini-basis so "bugs" can be resolved.
> Recycling – evaluating the activity in light of its effectiveness and installing the activity as a part of the regular program rather than maintaining it as a separate, special effort. Integrating the activity into the regular program, especially when start-up funds are no longer available, is sometimes as difficult as initiating the plan.
> Chicken Little Was Right (76), an ACSA publication mentioned earlier, offers further information about change and how it happens.

ACSA needs to develop additional training packages (presenters guides) including, but not limited to, the following: stress reduction (for staff and students); sustained silent reading; writing program opportunities; reading program options; independent study contracts; community resources utilization; teacher aide training; clinical supervision; zero-based budgeting.

New demands require new training materials; there is much yet that needs attention. Principals, for instance, need to begin looking at the structure of the intellect (SOI) and how it affects learning, the implications of left and right brain research, and the possibilities of altered states of consciousness in the teaching/learning process, e.g., biofeedback, ESP, self-hypnosis, and so forth. Although ACSA has put together initial materials on these subjects, they have not been disseminated widely. Relatively few schools have initiated learning experiences based on the results of research on the brain. Brain research has tremendous implications for the future. (An ACSA publication, The Future and Its Implications for Schools (77) is available from the Burlingame Office.)

IV. Self-Understanding

Competencies listed in the Task Force Report include:

– The principal will periodically involve staff and community in the assessment of his or her leadership abilities, and

– The principal will develop a plan for self-improvement.

Each of these points and their applicable training materials was reviewed earlier. An additional comment about the point above is made here.

Undoubtedly many people are interested in assessing the principal's performance – and there are already many systems designed for this purpose. The Board and Superintendent, for instance, typically conduct an annual review of the principal's achievements. Likewise, teachers in many schools are provided

a CTA-sponsored tool to evaluate principals. (Incidentally, there is no way a principal can "score" very well on the CTA device.) High school accreditation procedures (as well as those junior high/middle schools and elementary schools now participating in the accreditation program) also encourage teachers, students and parents to give feedback to principals. While there are many options, a principal is wise to select an assessment instrument that (s)he understands. As indicated earlier, the tools available are: The Purdue Opinionnaire; CFK School Climate Profile; and the Leadership Behavior Description Questionnaire.

There is, indeed, an abundance of available instruments as well as personnel to assist principals in self-appraisals. There are also, unfortunately, many omissions in training materials to help principals once assessment has been completed; these omissions must be filled.

As was mentioned previously, the competencies outlined in the report are too broad for most practical purposes. A clearer delineation of the appropriate competencies is included in a later chapter of this report. After the competencies have received sanction, it will be necessary to take another look at what training materials are available to help prepare principals. In the meantime, the document entitled Material Resources Guide (78) produced by the Principals' Task Force Subcommittee, California State Department of Education Title IV-C Office, Center for Educational Administrator Development, San Mateo Educational Research Center, and the California Association of Professors of Education Administration, gives those responsible for staff development immediate assistance on the identification of useful resource and training materials. A copy of this report can be obtained from: Center for Educational Administrator Development, 3531 Main Street, Irvine, CA 92714.

"2. We recommend that all school principals enter into an ongoing individualized professional development program consistent with district objectives, school improvement goals and the needs of the pupils they serve."

This recommendation is one for which there should be no acceptable excuse for failure to implement. The recommendation requires no money, it requires no new legislation; it requires simply a professional commitment on the part of each principal to carve out an area for annual professional/personal growth and to stick with it. Principals claim they don't have enough time to lead and still to study. The fact is, the principal can't afford to neglect constant updating as that is the only way (s)he can stay on top of the ever-changing demands. And therein lies one of the most difficult problems for administrators to face, i.e., the constant flip-flop of priorities.

One year the thrust is aimed at bilingual education (Title VII); the next year at early childhood education (ECE); the next year at physically and mentally handicapped (PL 94-142); the next year at the educationally disadvantaged (Title I); the next year at school climate improvement; the next year at drug use and abuse – and so on ad infinitum. At the same time there are changes in the recognition of specific student needs, there are also opinions about the learning environment that range from one end of the attitudinal continuum to the other. Some people demand a warm, supportive, humane learning environment while others want a dogmatic, restrictive, punitive, learning environment. The "twain" seldom meet with these expectations.

Of special note in the preceding recommendation is the idea that personal development should be consistent with district goals, student needs, etc. The concept is obvious, but it doesn't always work that way in practice. Experience has shown that many of us take a hard look at student and institutional needs and then we

try to find ways to "change" someone else. Superintendents want to change principals, principals want to change teachers – and so on down the pecking order. Personalized growth, as a concept, refers to this person, not that person. Personalized growth begins with self, not others.

If personal growth is to be congruent with needs of the students and the district, reality checks are necessary. That is, after one has completed a personal and/or institutional needs assessment, it is a valuable experience to check out "next steps" with a superior. A principal in a district can talk over his/her professional growth plan with the assistant superintendent or the superintendent to make certain the plan is consistent with what superiors believe needs to be done. This type of reality check makes certain expectations of significant audiences are consistent.

Personalized plans are possible, but lasting commitment is necessary.

"3. We recommend that the Association of California School Administrators create a task force in conjunction with the dean of each school of education administration and representatives of practicing school principals to design and implement professional development activities."

Until some agreed-upon competencies are determined, it may be premature to begin a series of meetings with 44 institutions – those institutions that currently have administrative preparation programs approved by CTPL. Realistically, however, it is important for the IHE's to be aware of official ACSA positions on various elements in the Report as well as for the IHE's to be aware of influential activities sponsored by the SDE, CTPL, county offices, and so forth.

Currently there are two areas of disagreement between some IHE representatives and ACSA. ACSA believes principal preparation can take place outside the IHE setting, i.e., at the local site. This ACSA position is a major departure from traditional practice. Moreover, there is disagreement with a statement that has come from one higher education group suggesting all inservice should also be held at the various colleges and universities, especially if on-going inservice leads to a renewal of the credential (a concept not yet discussed in this paper).

Undoubtedly some give and take will be necessary by both the IHE's and ACSA if closer working relationships are to evolve. Too often in the past, the "theory" and the "practice" parties – IHE and local sites, respectfully – have looked upon each other as enemies in the cold war. A somewhat condescending expression of attitude has been communicated by each to the other. Whether or not this schism can be bridged may have lasting effect on the direction of schools. Fortunately, there are some forces now at work encouraging the two groups to resolve differences. An intermix of practitioners and professorial-types does occur through the ACSA Higher Education Committee and the discussions of this group spill over into dialogues with other colleagues.

Many people agree that the biggest problem in the continued preparation of administrators is with the delivery system; that is, getting what is needed to the client (principal). The IHE's have always been an important part of the delivery system: undoubtedly they will continue to be important in the future. With that in mind, the recommendation in the report is valid and worth pursuing with increased rigor.

"4. We recommend that the legislature revise and expand enacted legislation (AB 65 and AB 551) to encourage and fund professional development for school principals."

Actually this recommendation is especially interesting since nothing in AB 65 or AB 551

prohibited resources from being made available to principals for their continued professional growth. Both pieces of legislation did, however, require that the principal receive approval from some other governance body – in the case of AB 65 the school site council and in the case of AB 551 a governance group dominated by teachers – before (s)he could receive funds for staff development. There are pros and cons about the wisdom of an external agency having the control of the purse strings; perhaps the Mangers' Report recommendation was at least partially addressing that issue when the word "revise" was included.

More likely, the recommendation encouraged the designation of additional funds for inservice. AB 65 has provided some funds for inservice and so has AB 551, primarily for teachers although others could have been included. AB 551 (the Hart Bill on inservice) is especially worth noting as there are two parts to this particular piece of legislation that could be worth expanding.

One piece of the legislation calls for site-centered staff development. That is, a particular school staff can submit a proposal for staff development monies and, if approved, initiate a variety of activities to carry out its own continued growth. The second part of the legislation calls for the development of teacher centers where particular consortia of institutions, e.g., school districts, colleges and universities, teacher associations, county offices of education, and so forth band together to offer a comprehensive training package. Conceivably this section (Part II) of AB 551 could be expanded to include Assessment Centers for Administrative Development (79). (The concept of assessment centers is developed further at a point later in the paper.) If AB 551 were expanded to include assessment centers, principals believe the governance arrangement should include more representation from those being affected by the assessment center activities.

Assemblyman Gary Hart was the legislator who guided the initial version of AB 551 through the channels; if amendments are made, he will likely provide the leadership. As late as March, 1980, however, he had no intention to modify AB 551 – not because he refused to consider the possibility, but (in his w[illegible]) . . . "because no one has talked [illegible]me about the possibility." (Paren[illegible]ally one must wonder what happens to recommendations made in state legislative reports. What difference does it make to have recommendations if those who prepare them don't follow up?)

The Assemblyman did express an interest in expanding the number of centers as defined by Part II of the legislation to four-five new sites in 1980-81. Perhaps through communication with the Assemblyman, he could be convinced to either initiate a Part III to AB 551 (training centers for school administrators) or to exchange the proposed teacher centers for administrative centers.

Whatever is meant by "revision and expansion" it is essential that those in AB 65 school improvement programs and those in AB 551 staff development sites receive help in establishing comprehensive inservice models. Too often, experience has shown, inservice amounts to a day being set aside out of the regular school calendar when some outside consultant blows in, blows off and blows out. Too often, there is little, if any, continuity from one inservice to the next. Too often the one-shot exposure is supposed to bring about quick and lasting changes. It won't!

There are enough data now available to help inservice directors know a priori what kinds

of activities are likely to "take" and which are likely to be interesting but not very useful in a practical way. The preceding is not a slam against "outside consultants." Indeed, many are worth their weight by the perspective, enthusiasm, and external awareness they bring to a school. This type of turn-on may be necessary in some situations – it may be necessary, but it isn't sufficient. Hopefully, then, when revisions of AB 65 and AB 551 are considered, there will be some attention given to the inservice of those offering inservice. If the inservice project leaders –whether for theacher or administrative inservice – are unfamiliar with research, motivation techniques, knowledge about how adults learn, publications and training packages and effective human resources, inservice outcomes will remain less than totally effective. We simply don't have the luxury of infinite resources not to make all we know and all we have struggled to learn work for us. We don't know everything we need to know, but we definitely know more than we generally use.

"5. We recommend that the California School Boards Association and administrator professional associations, together with one or more school districts, county offices of education and colleges or universities create an exemplary professional development program for principals, to serve as a model to other districts and counties."

There are two such models, as suggested by this recommendation, already underway. One is Project Leadership (80), a model that receives considerable attention later in this paper – and the other model has begun to emerge as a result of ACR 68. This second model is described in Appendix C.

While each of the models may be effective (Project Leadership has evolved over a ten year period and the ACR 68 model is yet to be tested) – perhaps the biggest hurdle to overcome is that of transferring the model to other similar agencies. Currently too few principals receive benefits from the two options. If it is true that there are about 14,000 principals in California, perhaps one out of fourteen receives the comprehensive support necessary. The fiscal picture, unfortunately, isn't particularly bright when one considers expanding the models to other agencies. Proposition 13 took its hidden toll, the Gann initiative is going to be even more visible, and Proposition 9, if passed by the voters, will probably make any current money for inservice disappear.

The difficulty with the recommendation is not with the creation of an exemplary model, but with finding ways to help more people take advantage of those opportunities already available.

"6. We recommend that the legislature modify funding formulas for public universities to allow field-based administrator professional development."

Presumably this recommendation is designed to get professors out of the university and into the school sites. If university professors are ever to gain the kind of credibility they need, a positive response to this recommendation may be the answer. Whether fact or just a perception held by principals, there is general agreement university - types don't understand the real world. This perception does little, if anything, to help with the strained relations between professors and practitioners.

As important as the recommendation is, the climate for additional expenditures of funds from any source is not likely. Money doesn't seem to be the only answer anyway; if there is ever to be a solution to the problems of the principal, (s)he better learn to pull in the gut and hitch up the belt (some start-up money may be necessary). Even though the most recent Gallup Poll (1979) pointed out that

some 33 percent of the people believed schools should receive extra financial support (and 60 percent believed funds for welfare should be cut), a shift of this magnitude doesn't seem realistic. Since the California Assembly accepted the Report, it will be interesting to see which legislator accepts responsibility for the recommendation.

> "Recommendations for Improvement of Administrative Support Services:
> I. We recommend that school districts, county offices of education and colleges and universities organize to support principal leadership by: (a) Establishing and regularly updating a district-wide plan which specifies tasks required of school principals;
> (b) Coordinating personnel, material and fiscal resources to provide principals with timely assistance needed to accomplish specified tasks;
> (c) Providing ongoing, personalized professional development programs for principals;
> (d) Conducting regular reviews of principal performance vis-a-vis specified tasks and providing assistance when needed."

Each of these recommendations – (a) through (d) – is worthy of support. A couple of points about the recommendations need underscoring. Without district-wide, county-wide and regional-wide comprehensive staff development plans, maximum payoff to those who need it most may be impossible. Only with a comprehensive plan can coordinated efforts result. At least theoretically, well-designed plans ought to assure coordination of resources, maximum use of personnel and opportunities for greater cost effectiveness. And the plans can only be directed with reasonable clarity if the principals themselves are included in the planning, implementation and evaluation of the plan.

If regular reviews of principals' performances are made – as recommended in part (d) above – one precaution should be taken. Specifically a review of performance should not be perceived by a local board of education as an evaluation of the principal and the results used against the site administrator. The possibility of this happening is real. Once a comprehensive list (a list that describes expectations for the "ideal" principal) of competencies is established, there may be a tendency for Boards to assess a given principal in light of those competencies. Since most principals do not work in "ideal" situations, the chances they would need to be competent in every area cited is doubtful.

To stop this negative possibility before it begins, some arrangement should be made within the district to determine which competencies are needed to perform effectively at a particular site and to reach an agreement that those competencies form the criteria on which any evaluation might take place. Following this procedure, at least one step in procedural due process is assured. Principals could seek inservice in their areas of utmost need – rather than, perhaps, being involved in staff development for the sake of being involved.

If a competency profile (of sorts) were maintained for each principal, some arrangements for confidentiality should be established. Principals should be certain that persons other than those in a position having a need to know should not have access to the information. Each of us has some part of our lives we wish to keep private from others; most principals want to keep their professional evaluations private. A principal, in fact, may be the first to identify the need for improvement. If one admits the lack of ability in a given area, this should not be construed as an admission of failure. Rather, the personal assessment should be considered as a sign that what is supposed to happen as an outcome of education is truly occuring, i.e., all people continue to

learn and grow throughout their lifetime. The principal actually demonstrates that continued positive change in behavior is both probable and possible.

"2. We recommend that school district and county offices of education, in conjunction with site administrators, establish principal consortia to enable principals to share ideas and resources, provide personal support and involve principals in decisions that affect their ability to manage a school."

Most principals are appreciative of a forum to discuss ideas and to learn how others are coping with common problems. (Sometimes there is a reluctance within a district to admit to other principals that one is having a particular problem and needs help.) Too, over the years an individual can obtain a provincial perspective if (s)he is unable to share job-alike experiences with those from other communities.

The problem with this recommendation is when to do the sharing. If a principal participated in each of the events recommended in the report, (s)he might become an outstanding administrator – but an administrator without a site. Both teachers and parents – not to mention students – expect to see the principal's smiling face at the school. There is a prevailing attitude among many people that principals are already out of the building too much. Depending on the district, principals often feel they are shuffled from one meeting to another with consistent regularity. Wall-to-wall meetings don't have much payoff for principals, especially when the meetings aren't well orchestrated for effectiveness and efficiency. Undoubtedly, there are ample opportunities for principals to B. S.; hopefully the kind of forum suggested in the recommendation extends well beyond formalized sessions to shoot the breeze.

These comments are not meant to suggest that "rap" opportunities aren't important. Indeed, nearly anyone who has ever attended a conference will testify that informal conversations – in the bar, around the table while eating, or in the plane or car while traveling to or from – was the most significant part of the conference. Informal, interpersonal opportunities should exist, but formal options need to be beefed up if the energy of participants is to be maximized.

"3. We recommend that districts consider providing for administrative aides, particularly in schools where the principal is without a vice principal or dean."

This recommendation is one that is generally accepted with loud applause by school principals, but met with equally loud boos from others in the educational community. Although most teachers are quick to leap at the opportunity to obtain an aide, especially when the student/teacher ratio moves beyond the 1:25 status (we do now have library aides, attendance aides, physical education aides, bilingual aides, Title I aides, etc.), many of these same teachers believe the educational enterprise is already over-administered.

Evidence of this fact was felt following passage of Proposition 13. "Cut the fat cats," i.e., administrators, was a phrase often spoken at school board meetings; the fat cat attitude was also reflected in more than one newspaper editorial. The squeaky hinge is the one greased; administrators are such a minority group in districts they don't generate a very loud squeak. If the aide issue were ever really conceived as a top-priority, funds to provide the aide are already available. That is, school site councils could identify this approach as one way to improve the school and, hence, use their SIP funds for that purpose. To my knowledge, not a single school participating in the AB 65 improvement effort has chosen that option, although many aides have been hired for other purposes.

When this recommendation is discussed with principals, one other obstacle standing in the way of implementation is usually mentioned. That has to do with the Education Code section which establishes an administrative/teacher ratio. This section of the code defines what is usually considered a maximum number of administrators in relationship to the number of teachers in a school and/or district. Some principals believe the ratio would be exceeded if an administrative aide were assigned to the principal. But what a shame if California education were to lose the excellence learned by many of the principals retiring from education within the next decade.

Other sections of this paper have indicated the number of people who will soon be completing their career in the principalship (the Mangers' Report indicates over seventy percent of today's principals are beyond the age of 55). Wouldn't it be helpful to pass legislation enabling the most excellent of this group to continue in a part-time employment status, without infringing on their retirement rights? (One bill has already been introduced to the California Assembly to gain support of the idea.) The payoff could be tremendous.

Of course a plan like this would probably call for at least three kinds of legislation. First, something would need to be done about the teacher/administrator ratio. Perhaps the partial-retirees could be employed without being added to and counted in the administrative category. Second, funds from outside the district would be necessary. Assuming some of the out-going principals would want to continue on a part-time assignment, a special fund could be established by the state which might provide up to $5,000 for the administrative aide. To start, a total account of $100,000 might be available upon request for those schools with demonstrated need. This modest start could be looked upon as a developmental opportunity to check the plusses and minuses of the administrative aide concept. If the plusses outweighed the negatives, a larger amount of money could be put aside in subsequent years to cover the contingency. Or – it is possible that more benefits could accrue to a school if the aide were a younger, on-the-way-up individual who served in an administrative aide/administrative intern capacity. The development monies would be used to determine how maximum benefits could be gained for the fewest expenditures. (More is written about the administrative internship possibility later in the paper; further expansion here will not be made.) Third, there is usually an upper limit of dollars that people on retirement can receive without jeopardizing their retirement income. Some modification in existing limitations would probably need to be made as few of the retirees are likely to consider partial employment if they can't receive at least minimal compensation.

The option of the administrative aide is one that should be given active, careful consideration; the concept has great potential promise – not just to active principals and students in the schools involved, but also to our senior citizens who still have so much to offer.

> "An Effective Evaluation System:
> 1. We recommend that all school districts establish policies regarding the evaluation of school principals."

One wonders why a recommendation such as this must be made by a special group reviewing the role of the school principal. The responsibility is so fundamental, it should be an elementary concept for personnel policies in every school district. While there is no exclusive set of evaluative criteria, there are general criteria for school leadership that can be used for formative evaluations.

The word "formative" is worth noting; it im-

plies that evaluation criteria are dynamic, not static. As school conditions change, so too, do criteria for evaluation.

ACSA has forwarded correspondence via the Presidnets of the two associations (CSBA/ACSA) calling for the adoption of administrative evaluation in those districts where there is no such policy at this time. ACSA, in fact, has prepared a set of suggested guidelines for criteria that districts can use where there is a desire to implement the recommendations.

There is no way to know at this time how many districts do and how many do not have specific policies aimed at principals' evaluations – or for that matter, what rationale has been used to keep the criteria from becoming policy. Principals have as much responsibility to see that policies are established as school boards; the Management Team seems the best vehicle for completing the assignment.

Follow-Up

For each area of general recommendations, the Mangers' Report concluded with the idea that follow-up was essential. The Legislative Analyst Office, generally, was recommended as the monitor. The overt message in the report was – if responsible agencies failed to do their part, legislative mandates would follow. Here is an example of the warning:

> "We recommend that the Legislature request the Legislative Analyst to monitor the implementation of this recommendation over a three - year period, and, if necessary, develop legislation to ensure timely implementation following the three-year review."

People involved in education complain frequently that legislators are always doing things to upset the applecart. From the report, there are ample opportunities for those concerned to take whatever corrective action is necessary – except, perhaps, in those recommendations requiring additional funds. Whether responsible people will be proactive or reactive remains to be seen. At least the opportunity to take constructive steps is open. The report recommends both what needs to be done, and what agencies should be involved in the "doing." The report avoids prescribing "how" action should be taken. For the most part – as it should be – options are left open for decisions at the local level.

Summary

In short, the Mangers' Report makes a number of specific comments that are worth studying. Specifically they are as follows (the figure in parenthesis represents the page reference in the report):

> The principal plays a pivotal role in the life of a school (1).
>
> "It is the principal's leadership that sets the tone of the school, the climate for learning, the level of professionalism and morale of teachers and the degree of concern for what students may or may not become" - Toward Educational Opportunity - Senate Select Committee on Equal Educational Opportunity - February 1970 (1).
>
> " If a school is a vibrant, innovative, child centered place; if it has a reputation for excellence in teaching; if students are performing to the best of their ability; one can almost point to the principal's leadership as the key to success." Ibid (1)
>
> "A growing body of research indicates that at schools where student achievement is higher than might be expected, principals

provide strong leadership and support." School Effectiveness Study the First Year - SDE-OPER 2977. (1)

"We call the principal the gatekeeper of change. The reason is that if you had to pick one figure in the school system who really matters in terms of whether you get change or not, it is the principal. In terms of student outcomes, the principal is really the key." Analysis of the School Preferred Reading Program in Selected Los Angeles Minority Schools, Rand Corporation, 1976. (1)

An effective principal can organize a school for instructional improvement and within one year see positive changes in pupil behavior. (2)

Although principal leadership is essential to effective schooling, research shows that many principals are neither prepared nor encouraged to be educational leaders. (2)

. . . 70 % of school administrators in the state are over the age of 55. California will have an influx of new principals in the coming decade. (2)*

. . . the majority of the recommendations (for principal inservice) result not from inadequate funding, but from a lack of direction. (3)

Thoughtful implementation of these recommendations can increase the effectiveness of administrators and thereby improve education for California public school pupils. (4)

The Principal's Changing Role.(5)

Programs recently mandated by the courts, federal and state governments and school boards have dramatically changed the demands on school principals. (18)

Effective leadership may be impossible for many principals unless they receive additional support and assistance. (19)

Major changes need to occur . . in order to ensure that school principals gain the skills, abilities and awareness necessary for effective leadership. These . . . include . . . continuing professional development. (19)

Despite state, local and private efforts, support for comprehensive continuing development for principals is inadequate. (33)

Few districts operate under policies and programs which systematically provide principals with needed skills.(33)

Typically, professional development programs place participants in a receptive role with little opportunity for them to identify their training needs. (33)

Principals can find themselves isolated and overwhelmed. As a result, some principals try to do everything, while others react by doing as little as possible. (38)

The skills needed to provide technical assistance and training are available among principals, district staff, county

*Apparently there is some question about the percentage of principals over the age of 55. Although one report from the Legislative Analysist's Office cited the " 70 % over the age of 55" statistic, tracking down the source of that statement has been a study in futility. There is at least some possibility that the figure is high, although it is the one most often used by some ACSA, SDE, and CTPL representatives. (See Appendix D for additional analyses on two issues: (1) effectiveness of training, and (2) demographic data.)

offices, the SDE, professional organizations and college and university faculty. The job is one of coordinating resources to link principals and others who possess the teaching skills with those who need the training and assistance. (39)

Districts can benefit by recognizing principals as a key resource in problem identification and resolution. (40)

The effectiveness of school principals in some districts is too often measured by their ability to "keep the lid on" and serve the needs of the school district bureaucracy. (42)

In general, principals are criticized for their inability to evaluate teacher competence and remove ineffective teachers. (46)

Too many administrator training programs do not adequately prepare credential candidates for evaluating personnel. (46)

In general, many of the principals hesitate to exercise their authority. (46)

I have attempted in the preceding pages to analyze comments in the report and have attempted to balance what is with what should be. In the pages that follow, an effort is made to illustrate what various organizations are attempting to accomplish the recommendations in the Report.

III. TWO-PART ACTION

From the preceding, two actions seem to be pertinent; first, leaders need to determine what is clearly out of the scope of the job description for principals -- or at least what should be beyond scope. This activity should be followed by efforts to determine what is in scope. Once determination is made regarding those tasks that administrators could and should perform, then decisions must be made to determine when and how the needed training can be delivered. Parenthetically, many people believe the major problem with pre- and in-service is not with human or material resources or with our lack of knowledge about what needs to be done -- but with our inadequate delivery system, i.e., getting the right training to the right people in the right place at the right time.

Changing the Requirements

One needn't look far to find many responsibilities assigned to principals that can be modified, shifted or eliminated. Let's look at a few.

Currently some principals are expected to lead a handful or more of citizen-student-staff type councils. Schools may have a site council for the School Improvement requirements in AB 65, a special group to override the individual student mandates contained in PL 94-142, a federal Title I advisory council, an ad hoc group for the Gifted/Talented Program, an advisory council for the state-defined program for the educationally disadvantaged, a booster club or two, and some sort of PTA affiliation. If a principal is lucky (?), (s)he can spend enormous time in wall-to-wall council meetings - not to mention Management Team and other curricular group meetings found in most active district/schools. Is it any wonder that faculty meetings are held to a minimum? By the time the other meetings are finished, principals may be too worn out to give serious thought to the faculty. Legislation could be passed eliminating a majority of this duplication of effort while at the same time assuring school constituencies of a collective and effective voice in the operation of the school.

Perhaps it is too much to expect the feds -- with a different agenda -- to modify ESEA Title I to be more congruent with California's School Site Councils, but surely it isn't too much to expect our state to establish something similar to site councils for all schools and to umbrella the other groups under that cover. Although there has been considerable discussion about this possibility, concrete action has not as yet been initiated by anyone -- legislators, ACSA, or the State Department of Education. This situation serves as one more example where we know better but continue to function inefficiently -- and probably ineffectively.

Another change to help make the job of the principal more manageable calls for the shifting of responsibilities for checking immunization and shot records away from the schools to the place where it belongs, i.e., the public health service. Even if it is necessary for the student records to be checked at school -- or for that matter even if the students need to receive shots and the most convenient location for giving the shots is the school site -- it doesn't necessarily follow that school principals should be expected to carry out the time-consuming mandates of the program. The PHS could see that requirements were met even if the checks took place within the walls of the school. At the time of this writing, another bill is being prepared to take even greater time away from the principal -- to check

students for scoliosis. Will it never stop? No one would deny the importance of the health guards, but why are the schools the only places for the action?

The same kind of argument can be made for the free breakfast programs. According to the National Association of Elementary School Principals, some principals invest up to 1.2 hours per day, before school, in the cafeteria seeing that boys and girls receive a nutritious breakfast. Again, few deny the idea that students have greater access to positive learning opportunities when they receive an adequate breakfast, but many people argue that schools should not be held responsible for that purpose. If families, even those at poverty level and/or those receiving food stamps, do not provide a good breakfast start for their children, perhaps the breakfast program is needed – but isn't it possible the PHS of some other appropriate agency could accept the responsibility? Frankly, I believe a strong case can be built to suggest that schools void themselves totally from the food service business and let commercial or other governmental groups pick up the charge. Tradition, however, will probably cause schools to continue many of the services they now provide. These are done because no one else does them. Some signs suggest schools are beginning to break out of the service patterns. A number of dependent schools in Germany now use what is called the "accelerated" day; the lunch period is eliminated; school terminates about 1:30 p.m. Although a large number of schools have tried this plan, some received so much negative feedback they were forced to reconsider. Since 53 percent of all mothers are now in the work force, a question arises as to the feasibility of sending children home from school so early – or is babysitting a reasonable expectation for schools? The question will generate heated debate; and it should. But one of these days, the school and community must determine expectations and eliminate any activities that are outside the scope of expectations. Schools can no longer offer all services to all people.

The multiple due process requirement for students, e.g., suspension, expulsion, PL 94-142, involuntary transfer to continuation school, etc., is another change that could be modified easily; one due process procedure could serve each of the issues. The different types of documentation required for easy process is needlessly confusing and frustrating. Clearly students are entitled to due process – this concept has been upheld repeatedly by the courts – but a fair, simple and equitable set of due process procedures would help administrators as well as students.

While the SDE made true progress to melt the paper blizzard when the people in the department designed the consolidated application, much still remains to be done to thwart the avalanche. Perhaps the surest way to reduce paperwork is to reduce the number of categorical programs funded through state and federal legislation. Each program brings with it a proliferation of the paper mania. Currently there are 22 categorically funded programs in the State of California; some principals – especially those in the small schools – are convinced the preparation of reports cost more dollars than many special programs generate. Obviously each of the categorical programs was at one time very much needed – bilingual, educationally disadvantaged, Title IV-C, Title II, Title VII, Gifted/Talented, ECE, SIP, and so forth – or educators, the public, and the legislators would not have pushed so strongly for the passage of appropriate legislation. Unfortunately, education somehow got caught up in the myth that "more equals better." Not true! Even staunch supporters for special programs have now come to realize fewer things can be done with greater quality rather than attempting too many things and doing them poorly. With the "sunset clause" built into the state

finance package (AB8), there may be evidence forthcoming that certain programs have failed to meet the purposes for which they were developed. Bilingual education, driver education, School Improvement Programs, and other categorical options will face early scrutiny; debates will be lively. We have a history in education of turning on the spigot, but it is difficult, if not impossible, to turn off the flow.

Another area for study is the school as a community center. Many schools have been converted into community centers – as they should be. School facilities are used during the evenings and on weekends as well as at other times when the school is normally closed to student classes. The school as a community resource is too valuable to sit idle. Too often, though, the principal is the person responsible for seeing that the facility is properly supervised and that needed equipment and materials are available. Others could perform these tasks. Recreation people, for instance, could help, expecially if they took as much pride in ownership of the facility as the site principal. Ownership is a key notion because principals are reluctant to turn a school over to an individual and/or a group if valuable time is required to put the place back into one piece following the "extra" activities.

Another possibility, principals invest a good portion of their day directing classified personnel, e.g., secretaries, custodians, transportaion people, paraprofessionals, and food service people, depending on the size of the school and the number of assistants available, the leader may have each of the classified people reporting directly. Perhaps no other business has so many types of people reporting to a single individual. This reporting approach is one more straw on the stack that makes the job of the principal unmanageable. Is it any wonder the principal has difficulty finding time to perform as an instructional leader when (s)he is so involved with so many people, especially those who have very little direct input into student learning. Each person in the school does contribute directly or indirectly to student growth, but the principal can't possibly manage all of them.

This discussion could go on and on; the point has already been made. Many principals get caught up in a variety of activities that have little, if anything, to do with improving the quality of instruction. Much of this can be changed if appropriate legislation is passed or if appropriate action is taken by local boards of education.

As far as legislation is concerned, every effort must be made to examine proposed bills on their implications for the schools – not just a single issue, but on the total operation of the school. A case in point is the Kapiloff Bill which required schools to check students for scoliosis. Irrespective of the training costs, the poor quality control, the record keeping requirements and so forth (all of which were necessary to implement the proposed legislation), what about the actual time that students would again be drawn away from the prescribed curriculum? Ultimately the question must be raised, "Who has the responsibility to check for curvature of the spine?" Hardly anyone would deny growing boys and girls the safeguard against scoliosis – and certainly if scoliosis were the only non-curricular demand, there would be no problam.

Allegedly there were five specific pieces of "add-on" legislation introduced to the legislative docket early in the 1980 school year. Will it ever stop?

The entire blame, though, cannot be put on the backs of the legislators. While both ACSA and the PTA express verbal wrath about the straws that keep being placed on the camel's back, it was interesting to note that both groups initially supported the Kapiloff Bill. (Sometimes I feel that Pogo was right. We have met the enemy enemy and he is us.)

Both legislators and educators must understand the nature of the problem and bite the bullet. As one wise sage has already said, the bullet we are about to bite has already hit us in the mouth. Unless the job of the principal is made manageable, the priority list of concerns for students cannot be met. The professional association of administrators (ACSA), leading legislators and community representatives need to get together to make those important decisions that will have long-range impact on students. There is a need to decide what principals can and should do, what they can't and should not do, and then to hold principals accountable for realistic expectations.

Non-Changes

There are some aspects of the principal's job, however, that can't (or shouldn't) be changed, they come with the territory. Those parts of the job demand expert preparation. Training can be more authentic and more helpful when expectations for the job have been delineated and when preparation is targeted.

Conceivably the job of the principal in a large urban high school is different than that of a principal in a small, rural high school. Likewise, schools with large blocks of wealthy/poor, English-speaking/non-English speaking all place varying demands on the principal. The greater the congruence between the training and the job demands, the greater the possibility for satisfactory administrative performances and ultimate benefits to students.

As illustrated earlier, it is next to impossible to get agreement on the job of the principal; that's because it is a mistake to think of the job as one that fits all schools. A review of the competency survey in a later section of this paper underscores this point. A look at job descriptions representing different kinds of schools in different kinds of districts shows some similarities, but inevitable differences as well. There is even reasonable disagreement, also mentioned earlier, about whether the principal is an instructional leader. In one study group, a principal from a large high school (over 3,000 students) said it is impossible for him to be the instructional leader. With over 160 course offerings, he can't be knowledgeable in each instructional area. It may be a matter of sematics, but the principal saw himself as a "facilitator" for others in the school who assumed the instructional leadership. He considered himself more of a generalist than another principal in a small high school who felt it necessary to exert strong curriculum guidance. The differences here aren't just matters of style; styles seemed to have less to do with the situation than the perceived needs of the people who filled the roles.

Two principals from different sized districts also had mixed views on budgeting responsibilities. The principal from the large district felt the major tasks for budgeting were to be performed by the local school secretary with support from designated people at the central office. On the other hand, the principal from the small school saw her role as ordering whatever was needed, preparing the necessary paperwork, gathering acceptable price information, following through on the logistics, and often delivering the product. The principal in the small school depicted job functions requiring frequent changes of hats. One might conclude (and perhaps erroneously) that the principal's job in the big school is difficult, but support services help relieve the trials and tribulation. When support services aren't particularly supportive, however, a job in the big system can be nearly unbearable. There is no evidence to support the assumption that either the big school or small school job is easier; they are simply different. Both are difficult.

Discussions such as those preceding produce the obvious – a generalized training program isn't likely to meet the job demands for most principals when they get out on the firing line.

Based on a limited review of promising practices, it appears only the Academy program in the Los Angeles Unified School District (headed by Bob De Vries) actually prepares principals for specific sites. One trend for the future – funds permitting – is preparation programs more narrowly defined; focus will be directed to certain kinds of schools. One can envision preparation programs emphasizing specific priorities, e.g., controlling student gangs, enriching programs for gifted/talented students, defining demonstratable (versus paper and pencil) performance standards, and so forth. Core preparation in any program might be applicable across the board, but added emphases could help new principals feel greater confidence about their challenge.

In summary, then, we need two kinds of action – and these aren't mutually exclusive. For some obstacles, legislative relief is demanded. That is why ACSA must prepare a legislative platform, a platform with strong support from a large percentage of its members. The professional association, to be a voice for principals in California, may need to risk the possibility of losing members who may become so disenchanted with official ACSA positions they drop their enrollment. Any organization assuming advocacy positions on controversial and complex issues will undoubtedly alienate some people. Without risk, members of the association will constantly find themselves in the reactive versus proactive mode.

History is instructive. One is hard pressed to find many bills initiated by ACSA (much less a comprehensive platform) and guided through the legislative process to acceptance. ACSA has lacked a platform upon which to promote specific bills. The Association has been "heard" on some proposals, has helped to modify other proposals, and has been included on issues needing attention. But those achievements aren't sufficient. The Association has a challenge; the principalship focus may be the impetus needed for building the platform for educational reform.

IV. WHAT ARE THE IMPLICATIONS?

The Mangers' Report contained recommendations for actions similar to those outlined in the previous section. For a time the recommendations offered interesting conversation among educators. Fortunately concerned groups have moved beyond conversation.

Under the direction of Ron Stewart, ACSA president (1979-80), the board of directors called for a thorough analysis of the report as well as critical issues that arose subsequent to the report. A select task force was authorized to review the issues and to advise the board on next steps for action. Specifically the ACSA Board asked the task force to consider:

1. Are the competencies developed by the State Department Task Force on target; if so, what strategies are necessary to get them into pre- and inservice training programs?

* 2. Should "assessment centers" be established in California for the pre-selection responsibilities as identified in the Task Force Report? What strategies are appropriate for promoting or rejecting the centers?

* 3. Should credentialing requirements be different for central office responsibilities vs. site administrators? What action should be taken on ACSA's position?

4. Should additional funds for the inservice of principals be promoted? If so, how? Should AB 551 be amended to include principals?

* 5. Should advisory/SIP councils be combined? How can ACSA influence this?

* 6. Should agencies other than institutions of higher education be authorized to prepare principals for site responsibilities? What are the implications in either case? How can ACSA get its position understood and supported?

* 7. Should school principals be required to serve an internship prior to receiving a credential? How can ACSA's position be promulgated?

* 8. Should the administrative life-credential be eliminated and continuing education be a requirement for re-certification? How does a position from ACSA receive appropriate attention?

The representative ad hoc committee convened by ACSA to offer advice consisted of:

Charles Corr, Principal
Cupertino School District

William Hansen, Principal
Mt. Diablo Unified

Allan Petersdorf, Supt.
San Ramon Valley Unified

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NOTE: The ad hoc study group was assigned only those topics indicated by an asterisk; the board of directors felt action on the remaining factors was already underway. For these topics, follow-through was anticipated.

Produced on the following pages are syntheses of the committee members' recommendations. To assist with interpretation of recommendations, the working process used by the committee is worth special note. The committee first brainstormed each issue, generating a list of advantages and disadvantages for supporting a given action. The committee then deliberated over the advantages and disadvantages; finally members voted on recommendations forwarded to the board. On all votes, except one, there was 100 percent consensus. The reporting format also shows some of the underlying assumptions used by committee members in their deliberations.

The format, then, includes:

1. The question at study.
2. An analysis of reasons to support or reject a particular action.
3. A description or definition providing greater detail on the subject. (Some issues do not include this reporting point.)
4. A recommendation.
5. The strategy for influencing further action.

ISSUE 2: Should "assessment centers" be established in California for the pre-selection responsibilities as identified in the Task Force Report? What strategies are appropriate for promoting or rejecting the centers?

+	-
Helpful in identifying potential competency	Proliferation of bad practices
Might help to look at characteristics of jobs	Cannot mandate to colleges and universities
Possibility of pooling thoughts	Might produce "widgets" with same competencies
Research issues	Pre-assessment alone is not adequate
Might be more powerful screening approach than entrance exam	Could not handle all the candidates
Might be able to develop models	Might work against colleges/universities
Might support on-going preparation of college professors	Concern for control
Might help with Lab experience	Time restraints

Description: Two to three centers with specific focus, e.g., rural, urban, etc. – emphasis:

Research and Evaluation	Governance by ACSA/CSBA
Staff Development	Operated by Successful Practice
Upgrading of College Professors	Collaborate with Universities
Skills/Art of Principalship	Lab Experience Oriented
	Management Fields

RECOMMENDATION: Opposed to pre-assessment but supportive of research and evaluation aspects -- and staff development aspects of school administration (Vote: consensus.)

STRATEGY: Properly funded by legislature for extended period of time (five years). $500,000 annually/per center.

Separate legislation from AB 551.

Detail of actual structure and operation negotiated with legislator carrying bill . . . design as pilot.

ISSUE 3: Should credentialing requirements be different for central office responsibilities vs. site administrators? What action should be taken on ACSA's positions.

+	-
New role may require differentiation	Ryan Act is doing its job – 5% this route
	Proliferation confuses matters
	Universities opposed to re-tooling
	Difficult in reassignment issues (declining enrollment districts)

RECOMMENDATION: Maintain single credential, but require that major focus of preparation of the basic credential be placed on the site principalship. (Vote: consensus.)

Basic credential should be that of site principal rather than general administration.

STRATEGY: CTPL to re-direct the emphasis.

ISSUE 5: Should advisory/SIP councils be combined? How can ACSA influence this?

+	-
Some councils not very effective	Provide grass roots support
Require many meetings	Promotes involvement
Different groups often are parochial	Teachers more conscious of public concerns
State and Federal laws in conflict	
Lack of preparation of members	
Time constraints	
On/off syndrome of funding	

RECOMMENDATION: Support consolidation and/or reduction of legally required councils where their functions are compatible. (Vote: consensus.)

PURPOSE: Reduce excess time demands but maintain positive contributions.

STRATEGY: Ad Hoc group from ACSA to work with SDE. Identify legislator to carry bill reducing councils. Sponsor continued study re: effectiveness of councils.

ISSUE 6: Should agencies other than institutitutions of higher education be authorized to prepare principals for site responsibilities? What are the implications in either case? How can ACSA get its position understood and supported?

+	-
CTPL monitors universities	Need monitoring agency for quality
Good people available for training outside universities	Salary schedule may be constraint
May get more applicable practice vs. theory overload	Ryan format offers credibility with presently approved programs
Some professors not up-to-date	

RECOMMENDATION: Continue careful monitoring and evaluating of existing university programs, but authorize two-four developmental models via external agencies with program emphasis on the site principalship. (Vote: 6-1)

STRATEGY: Locate legislator to carry bill. Authorize increase in funds for CTPL Monitoring. Assessment Center assess validity of alternative training programs.

ISSUE 7: Should school principals be required to serve an internship prior to receiving a credential? How can ACSA's position be promulgated?

+	-
Provides lab experience	Cost may be prohibitive
Possible placement with exemplary administrator	Possibility of good ol' boyism
Upgrading in quality principals	May not have enough sites for prospects
In-depth learning may be enhanced (formalized)	
More varied and broad experiences	
Helps with relationships between university/school site	

RECOMMENDATION: Establish full time internship program as a requirement (in addition to academic preparation) for school administration credential. (Vote: consensus.) (Of all issues considered, this recommendation received top priority.)

STRATEGY: ACSA develop criteria for site supervisors and potential interns.

Identify legislator to carry bill. Bill to include funding for internship – not less than preceding assignment. Supervisor would receive fiscal support (site). Supervisor would receive fiscal support (IHE/Other). Not part of (internship) administrative ratio.

ISSUE 8: Should the administrative life-credential be eliminated and continuing education be a requirement for certification? How does ACSA's position get appropriate attention?

+	-
Need for continued professional growth	Renewal does not guarantee growth
Need for continued evaluation	May establish another bureaucracy
Gives license to do job	Accounting process burdensome
	Monitoring nearly impossible
	Reduces motivation

ACSA – offer certificates of growth upon certification by local school board.

ASSUMPTIONS: Believe in continued growth (Project Leadership). Can take place at other than colleges/universities. Accountability at local level vs. state.

RECOMMENDATION: Maintain life-credential, but local districts ensure continued professional growth for school administrators. (Use Assessment Center to evaluate effectiveness; if and when local monitoring is ineffective, seek other alternatives.) (Vote: consensus.)

At the regular meeting of the ACSA Board in January, 1980, the findings of the committee were reviewed and accepted as presented. The findings were forwarded to the Representative Assembly for acceptance or rejection on February 2, 1980. The ACSA Representative Assembly voted to support each recommendation except the recommendation on the administrative internship requirement. This recommendation was defeated, largely on the basis of too many unanswered questions regarding costs and local school district responsibilities rather than disenchantment with the concept of an administrative internship proposal.

ACSA, however, was not the only group considering next steps. Efforts were made to share and explain ACSA's position with other relevant individuals and groups. Assemblymember Mangers received a copy of the recommendations as did members of the Principals' Task Force selected by the State Department of Education and members of the CTPL ad hoc committee.

Within the ACSA organization, chairpersons of committees and presidents of regional groups were forwarded information regarding the Representative Assembly action. This information was used to exchange communication inside the Association. Although some important people and constituents may have missed the communication, only inadvertantly did this happen.

Subsequent to all the prior activity, Assemblymember Mangers convened a meeting at Palos

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Verdes on February 29 through March 1. This session included representatives from the Title IV-C Projects, from the ACR 68 consortia, from the SDE, from county offices of education, and so forth. In addition to regular reports, exchanges of information and open discussions, at least one further substantive issue was raised. That issue focused on the matter of a two-step process to obtain an administrative credential. That is, ideas were bounced around to consider whether prospective principals might first receive a probationary credential (or something similar) – and after successfully completing requirements, receive a full-fledged credential. Moreover, there was further discussion regarding the possibility of recertification. Once certified, for example, a principal might be expected to complete further professional growth activities that would lead to recertification. (The concept of recertification is in direct opposition to the position taken by the ACSA Representative Assembly.) The group that met in Palos Verdes gave support to the "consideration" of the two-step and certification issues. ACSA, among others, is considering the issues and will soon establish an official position. Undoubtedly there will be exceptional heat (hopefully some illumination) on the topics. Decisions on the matter, especially if they ever reach the legislative level may have incredible influence on many biases and concerns as well as on the future of education in the State of California.

As one reviews recommendations from different groups, it is refreshing to note reasonable agreement. There has been, and will probably continue to be, disagreement in form, but not necessarily substance. Hopefully enlightened discussion will continue on all aspects of the report: these discussions could lead toward unity of purpose. Being united at a time when the chips are on the line isn't easy, but at the moment of this writing, it appears most people in California are trying to pull together loose strands, helping to solve rather than be a part of the problem.

V. MAJOR ISSUES

There are many crucial issues regarding the principalship, but to date most issues essentially have evolved around two subjects: (1) selection and (2) preparation of principals. These subjects allude to a wide assortment of sub-topics.

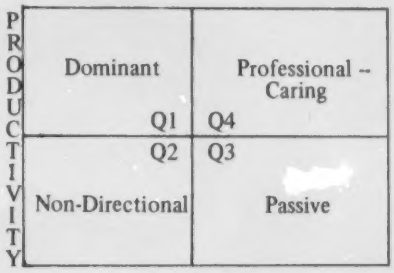
Selection of Principals

Since good schools are guided by good principals, effective processes for chosing potential principals are paramount. Currently the main approach to the principalship consists primarily of one having the initiative to seek an administrative credential via appropriate preparation at an institution of higher education. (Only a short time ago, in fact, the only criterion for obtaining an administrative credential was to pay the registration fee for a paper and pencil test. Upon satisfactory completion of the test, an individual qualified for the credential and an administrative position. Apparently some 15,000 people in California qualified for the general administrative credential in this manner.)

Because the leadership of schools is truly important, certainly greater quality control is necessary than simply having a person pick right answers on a multiple-choice test. Unfortunately, obtaining a credential through an institution of higher education may not entirely assure a process whereby only the most competent are selected.

Certainly some colleges and universities preparing people for administrative positions are very careful in their pre-screening procedures; only top-ranked candidates are selected for administrative preparation programs. Critics contend, however, that colleges and universities -- because of declining student enrollment -- select almost any candidate for the prese vice program (at least initially). Apparently professors at these institutions believe less qualified candidates will either drop out of the preparation program or they will be eliminated by other procedural safeguards. These beliefs may or may not be matched by reality.

One reason for the lack of sophistication regarding selection of principals is the relatively small base of knowledge we have regarding effective principals and the characteristics/traits for leadership they possess. As one analyzes relevant data, it becomes apparent that different leadership styles are effective in different situations. And situational leadership is generally dependent on the expectations of those with whom the leader works. In brief, different types of leadership styles are illustrated in the graphic below.



The two dimensions of leadership here include both productivity and satisfaction; that is, people need to be task oriented about their jobs and at the same time feel reasonably satisfied with the work they are doing. This high-productivity/high-satisfaction situation is represented in the graphic by the Q4 quadrant. Some situational leadership (Q3) may, however, call for high-satisfaction but not necessarily high-productivity. (This kind of leadership is often found in free schools and/or alternative schools.) Section Q1 illustrates leadership that is highly dominant -- productivity is the priority; not a

lot of attention is paid to personal satisfaction. The Q2 situation is obvious.

Selection would be easier if available evidence concluded that the type of leadership toward which preparation should aim is that of Q4 – i.e., high-productivity/high satisfaction. Unfortunately, the evidence doesn't come out all that neatly – because each leadership style is effective in different situations and/or with different people. This phenomenon can only produce chameleon-like criteria for selection purposes – and that isn't very helpful.

Some people believe principals are born, not made. This may or may not be fact – but many of us are convinced that some individuals are more disposed toward leadership positions than others. Even if principals are born, one must conclude that people born with a calling are better – or can learn to be better – if they have appropriate preparation. Sounds logical.

While some of the professional research findings focused primarily on the principal and his/her effectiveness, most of the studies used superiors and subordinates to rank the principal on a continuum extending from poor to excellent. Those perceived to be excellent were then analyzed/dissected/variabled/etc., to determine what made them so effective. This type of post hoc analysis may identify the kinds of traits important after one serves on the job, but the same traits may not be appropriate when one is considered for selection into a training program.

Clearly we have enough evidence at this time to know that successful classroom teaching isn't necessarily a criterion for effective adult leadership. Indeed, we sometimes find the Peter Principle hard at work when teachers are promoted (?) into administrative positions. An analysis of hospital administrators and selection procedures for them may shed some light. Interestingly, hospital administrators are prepared specifically for that job; invariably they have had no preparation as physicians. This example may have implications for school administrators; that is, is it necessary for school administrators to have experience as teachers? Should the principal's preparation be based on criteria other than that which normally is gained through classroom experiences? The hospitals do it, should schools?

Some embryonic efforts are now being made to look at selection procedures used by other agencies, e.g., business and industry, including such organizations as IBM, General Motors, Raytheon, and so forth. Although a one-to-one transfer of criteria is unlikely, there may be common variables that are applicable. Continued experimentation may help us develop effective criteria for the selection of school principals. Study underway at the NASSP Assessment Center in Virginia may provide timely direction in this important area (81). (The Assessment Center and its operations are reviewed later in this publication.)

Or are selection criteria important at all? At least one superintendent in California believes the selection criteria issue as well as credential procedures are both shams. He insists there is only one defensible criterion – what he calls "employability." That is, if a person is hired by a superintendent and/or board of education, the person by definition has met selection requirements. If the person continues to be employed by the hiring agency, (s)he has met the requirements for continued certification. If an individual is not re-hired, (s)he obviously has not met the criterion of employability. This concept at first glance appears to be somewhat simplistic, but there are few data available at the present time to refute the claim.

Logistically it may be impossible to put large numbers of candidates through systematic

types of screening processes. If a large number of principals leave the profession within the next decade, it may be impossible to adequately screen, much less prepare. Only time will tell. What appears to be a highly significant prospectus in terms of quality education may turn out to be another academic exercise.

Preparation

Once a person is "selected," there is always a question regarding the preparation of that individual at both the pre-and inservice levels. When preparation is considered, numberous questions are raised. For example, the current route to the administrative credential is a one-step leap. Once a candidate has jumped the academic hurdles, (s)he is presented with a life-credential.

The one-step leap may be inadequate. One reason: often there is a considerable time lag between the time a person receives a credential and the time that person assumes an administrative position. Considering the impact of multiple court rulings, collective bargaining rulings and an increasing number of legislative fiats – not to mention the ever-changing circumstances of school funding -- the job of the principal undergoes frequent and rapid changes. What one learns one month in a preparation program may be outdated the next.

A two-step credential process may be more viable in this day and age. A prospective principal could receive something similar to a probationary credential upon completion of the academic portion of his/her administrative preparation; a ful credential would be based on satisfactory on-the-job evaluations. ACSA at this time has no official position on this concept. The Representative Assembly did vote for a shift in the focus of the general administrative credential. They recommended focus on the job of the school principal rather than the concepts of "general" administration. When one reviews the current competencies defined by the CTPL they do appear to be as applicable to one administrative position as another (i.e., superintendency, project director, assistant principal, etc.) rather than clearly delineated in terms of the principal's job functions.

Institutions of higher education have pointed out that the small number of administrative candidates makes it necessary to offer a general rather than a specific preparation program. Apparently specialization is possible only when there are sufficient candidates to make the costs of the program feasible.

In the long run, there may be some modifications in the credentialing requirements, conceivably aiming approximately 75 percent of the preservice program in the direction of the principalship with the remainder focusing on either general or specialized courses, depending on the desires of the candidates. Later on in the paper, an analysis of the current CTPL requirements is made – comparing them to ACSA job descriptions of the principal as well as competencies prepared by the SDE Task Force. The match and mismatch of competencies is highly instructive.

Continuing Education

Closely related to the two-step credential idea is the concept of requirements for the continuing renewal of the administrative credential. Other groups, e.g., nurses, pharmacists, etc., are required to participate in certain continuing training activities to retain their liscense status. Some believe this is a reasonable requirement for administrators.

In effect, administrators may – by law – be required to continue their education while on-the-job; only after the completion of specified mandates would an update on the credential

be granted. Of course, there is considerable good news, and at least some bad news associated with this possibility.

Potentially the continuing education requirement would help principals keep current with new legislative requirements, with new procedural regulations defined by the State Department of Education, with new curricular developments, and so forth. Continuing education might enhance communication in a way that is currently hit and miss.

The bad news stems from the possibility that legislative requirements might build into an already complex framework prescriptions that could place additional demands on principals who already suffer from an improbable – if not impossible – workload. If prescriptions turned out to be totally inappropriate in terms of job demands, the results could be devastating. Nobody who is a principal really needs this kind of help!

The CTPL already has its monitoring hands full trying to keep track of the types of credentials for teachers and administrators who now meet the state credentialing criteria. With 14,000 administrators constantly feeding new data into the monitoring system, a totally unmanageable bureaucratic mess could result.

The ACSA ad hoc committee and the Representative Assembly expressed a strong desire to establish continuing education of administrators as a principle to be promoted. Control and monitoring of this principle should, however, be the responsibility of the local school district – with perhaps some periodic reporting to the state about the effectiveness of local monitoring.

ACSA has taken the stance that those at the local level – the principal, the principal's superior, and the board of education – are in the best position to exert standards. When principals identify their needs and these are checked for congruence with other decision-makers at the local level, inservice activities are more likely to be personalized.

Although at the present time there is no law which assures "due process" for administrators – they serve at the pleasure of the local board of education – it is conceivable that due process agreements could be established locally if the requirements for continued growth were the responsibility of local people. Most principals would probably feel more comfortable with personal issues of job security if and when they failed to meet agreed-upon growth needs as opposed to being re-assigned or terminated by the whim of the board. There are enough cases of this latter activity to suggest due process procedures are long overdue in some districts.

Continuing education could likewise be established in such a way that it, too, became a part of a two-step credential process. That is, rather than meeting all the requirements for the credential via the IHE route, one might be expected to function effectively on-the-job for a period of years before receiving final certification. Again, this process would probably require considerable bookwork – perhaps more than the results might justify. The initial Report was silent on the issue of a two-step credential process. But subsequent study groups appeared to grow more and more interested in the possibility. Indeed a special group was drawn together to look at the possibilities of two-step credentialing, recertification, and implementation procedures.

The work of the ad hoc group is contained in Appendix F; contents of the discussion are included there as the historical perspective is important to review in its entirety rather than in pieces. In short, however, the report called for:

- Two-step credentialing
- Recertification procedures, especially when changing jobs within a district or moving from one site to another
- Evaluation and due process rights for principals
- Designation of a Commission on Administrative Leadership and Licensing (CALL)
- Management team evaluation and inservice support groups
- Multiple options for obtaining in-service growth
- Legislative assistance for continued professional growth

ACSA has no official position on either the plan outlined in Appendix F or on parts of the plan, i.e., the specific factors mentioned above. Undoubtedly, an official position will be forthcoming. I believe it is fair to state at this time, however, that at least some ACSA members are concerned that the plan might be adopted without the appropriate support mechanisms to assure success. For an issue with such sweeping implications, the means are as critical as the ends.

For those who feel strongly about accountability, there is some skepticism about local districts monitoring continued growth effectively. Local districts should have been doing this all along; if they had, there would be no need to enter into a new era with external forces mandating the impetus. Some past practices may have aided skeptics – but perhaps there are other explanations as well.

Until 1979, for instance, little was invested at the federal, state, or local levels in administrative renewal. At the state and federal level, best estimates are that less than one half of one percent of the educational dollars were available for administrative inservice; most of this came from categorical funds. Often, too, these funds were used by Project Directors rather than principals. No one knows how much money was invested from local funds, but it is clear that whatever was available was seriously cut back in the wake of Proposition 13; indeed, the first cuts in most districts were made in travel and inservice funds.

Unfortunately, even when funds were available, principals often felt they had too little time, considering the everyday crises of the school, to participate in programs offered. In some districts, attitudes of teachers about principals being gone from the school for inservice were so negative many principals felt the rewards of what they learned were far out-weighed by the punishment they received for being gone. This attitude was somewhat relaxed when staff development in AB 65 (SIP) and AB 551 became available.

Even more recently the State Board of Education recognized the critical need for administrative renewal – and supported this need with Title IV-C funds. During the 1979-80 school year, seven comprehensive staff development programs for administrators were initiated throughout several parts of California – including the Riverside County Office of Education, Turlock Unified School District, Murray Unified School District, and four additional sites (See Appendix C). While in some instances it took these projects a while to crank-up their potential as models for future dissemination is enormous. Too, the administrative renewal programs in Orange County and in Sacramento have been underway now for a couple of years (also funded by Title IV-C) and much has already been learned from these efforts. Perhaps the longest and most successful administrative program has been the ACSA-sponsored Project Leadership. The model established by this program has significant implications for the State of California. (More is written about this model later in this publication.)

What has been learned from the preceding programs has offered important knowledge that can be used as new programs are started. Maybe, for once, we will be able to build on these experiences without reinventing the wheel.

Administrative Internship

Whenever credentialing is considered, one question that always emerges has to do with the type of preparation for the credential that is most likely to produce significant results. Many people believe the "new" principal should be one who has earned a credential after a certain amount of on-the-job training -- typically gained during an administrative internship. Although there are no clear definitions on just what kinds of on-the-job experiences are most valid, there is consistent agreement that one needs to move from the ivory tower to the dirty fingernail arena if one is to obtain a sensible administrative gestalt wherein both theory and practice are combined.

At least two points lead to support for the internship. Insight is gained from candidates who have returned to San Diego State to aid themselves in preparation for the jobs they already hold. According to Howard Holt, SDSU, people who already possess an administrative credential (via the examination) are returning to school to gain necessary background for their jobs. Apparently these people attack their training requirements with a zeal and intensity far different than those who simply take courses for career advancement. The latter are often unaware of what they need for job demands. Those who received the credential via the written exam are quite demanding of their mentors. They know what they need; they know they are paying for relevant services and are adamant about getting what they believe they deserve. When academic papers are written for course requirements, an intensive survey of the research literature is made to gain as much assistance as possible; papers are not written just to jump the hurdles.

The administrative internship is an idea that needs further analysis although a few institutions in California already practice, in a very limited way, one form or other of the plan. At least some proponents for administrative internship programs believe there must be a modification in guidelines from the CTPL to relax some of the requirements between sponsoring parties (intern-school district-IHE) if more than the current eight approved programs are to expand. Additionally, some local school districts have what amounts to an internal internship plan. Frequently district plans are designed to prepare minority and women candidates for openings. These candidates typically teach part of the day and perform specified administrative duties the remainder of the day; unfortunately, the quality of the peripherial administrative duties may leave a lot to be desired. Sometimes the administrative candidates receive only those chores no one else is especially excited about. This experience offers the candidate a very narrow perspective of the principalship.

Should the internship become a reality, at least four major obstacles need to be overcome: (a) selection of candidates, (b) finances, (c) quality learning activities, (d) selection of site leaders. This list is not all inclusive, but the subjects are illustrative of issues that need attention.

Considering the number of new principals needed, careful selection procedures will be necessary if the best use of our very scarce resources is to be made. (This issue was addressed more fully earlier in the paper.)

The fiscal matter is one of considerable interest to everyone, expecially, perhaps, to those contemplating the credential. If an internship is a required feature for pre-service training activities, it may be impossible for candidates

to learn new roles after all the "other" chores have been completed. Some sort of sabbatical may be necessary. When the sabbatical possibility is discussed, there are always questions about the length of the internship. Should it be for a minimum of six weeks? Nine weeks? A semester? What? One proposal calls for the assignment to extend over a two-year period. A year's assignment might be more realistic.

If this were the case, though, could anyone afford to take the year off without pay? School districts will probably be unable to provide dollars needed to sponsor a candidate. The state, too, is an unlikely source for financial aid. Those who have thought about the need for financial assistance have generated a number of creative possibilities – one of which is reported here.

If principals are of paramount importance for assuring quality education in California, perhaps the state should make at least a minimal contribution. A total hand-out plan, though, wouldn't gain much support from the legislators/governor in these days of tight money.

A collaborative arrangement for fiscal support from the state, local school district and the individual might be workable. The state, for instance, might opt to guarantee that a candidate would not receive less money during an approved sabbatical than (s)he received the year of employment prior to the sabbatical. To implement such a plan, the candidate would apply to the local district for one-half of the annual salary – in exchange for work performed during the administrative assignment.

For the other half of the salary, the state could establish a loan program enabling candidates to borrow money, perhaps for a period up to ten years. The loan could be repaid by the candidate at one percent per annum. Then, for each year the person served as an administrator in California, (s)he should be excused ten percent of the loan principle for a period not to exceed five years. With this arrangement, it might be possible for the state to maintain a revolving fund available for use by prospective candidates. Although specific details need to be worked out, at least two similar precedents apply. The NDEA scholarship program was organized in a manner similar to the design here. Although there may have been some difficulty obtaining payments from some of the students who borrowed NDEA money, payback problems would likely be reduced dramatically in the case of administrators. Among other things, borrowers would be easier to track.

Another precedent in California is the stipend available for prospective bilingual teachers. When the state recognized the critical need for bilingual teachers, certain monies were set aside for those seeking the bilingual credential. Any type of fiscal assistance for prospective principals should be considered.

Identifying outstanding site administrators to whom interns are assigned is another onerous problem. Not enough information is known at this time whether there are sufficient qualified site personnel who can provide essential leadership for the interns. There may be more placement needs than local site personnel available. Unless great care is taken, the administrative internship could end up similar to those situations where student teachers have been placed with really poor "master" teachers. When any analysis is completed, looking at student teachers, the most important part of their training is the on-the-job experience. When a student teacher is assigned to a truly master teacher, the experiences are profound. The same outcomes would likely be true in an administrative intern program.

Too, the "good ol' boy" danger is real. There might be at least some examples of assignments

where site administrators are chosen because (s)he has been a long-time friend of the college coordinator. This is hardly a method to build in quality control. Undoubtedly the site administrator matter is one that needs careful scrutiny.

Even if site administrators are chosen with utmost care, and even if close quality control standards are maintained, there is still the unanswered question of whether the local person will actually have the time to supervise. A principal already overwhelmed with demands may be unable to offer quality assistance to those studying to be administrators? Perhaps the trade-off of administrative tasks assigned to the intern will balance off job requirements in such a way that the principal will be able to find time for the learner.

Another financial consideration needing attention is support for the site principal; some financial aid should be given to the individual willing to share time and talents with others.

If an administrative internship is arranged, care must be taken to protect the district against counting the part-time person in the administrative ratio – as defined by current law. This change will require legislative action and some reasonable communication with teacher orgainzations and school boards. Administrative preparation in the future, undoubtedly, will require a joint commitment from a number of interested constituencies.

The research of Bruce Joyce and his colleagues at Stanford lends considerable credibility to the internship concept. Joyce found, for example, the following:

2% - Lecture

10% - Demonstration

13% - Practice

70% - On-Site Coaching

5% - No hope

According to Joyce, if a hundred people are gathered together for instruction, approximately 2 percent of the people initiate follow-up action. If participants receive both a lecture and a demonstration, an additional ten percent of the participants follow-through. Thirteen percent can be added to the preceding twelve percent when participants are allowed to practice (through simulations) whatever has been lectured and demonstrated. At the other end of the continuum are an estimated five percent who really aren't going to make any major changes in behavior no matter what interventions are applied. But if more than the 25 percent are reachable – the remaining 70 percent – it is necessary for them to receive effective on-site coaching. This is where the administrative internship applies. With appropriate direction and guidance, those at the site can gain profitable experiences to help them throughout their careers.

John Eckhardt; current member of the California Commission on Teacher Preparation and Licensing, former superintendent of the Kern UHSD (Bakersfield), and a former member of the ACSA Board of Directors; has developed an interesting outline for the administrative internship. With his permission, the information is printed here. Obviously there is nothing sacred about the plan, but we are indebted to the thoughtfulness and foresight Eckhardt has put into the model as it can serve as a springboard for future development.

The Eckhardt Model

1. Internship (on-site emphasis)

A. Recruitment, selection and retention of candidates in program.

1. Candidate must make formal application.

2. Selection made by board from within county or multi-county area.

a. Member from IHE (alternating)
b. Member from school district administration (alternating)
c. Member from county office

3. Selections to be made on the basis of the most qualified and taking into account the affirmative action process.

4. Number of candidates should be based on field needs – a state quota should be established.

B. Professional competency requirements to be established by the Commission for Teacher Preparation and Licensing.

C. Within the county or multi-county area there should be a sufficient number of principals selected to immediately supervise the interns.

1. Principals should make formal application to serve as an intern supervisor.

2. Selection made by board from within the county or multi-county area.

a. Equal representation from the following sources:
   1) IHE
   2) Association of California School Administrators
   3) County office administration
b. Chaired by IHE

3. Principals selected should represent:

a. Geography
b. Affirmative action process
c. Proportionate elementary and secondary
d. School type (i.e., urban, rural, large, small, etc.)
e. Number based on field needs.

D. After candidate and supervising principal has been selected.

1. School district, IHE and principal determine the professional program for interns following Commission guidelines.

2. Supervision of intern to be a joint effort of IHE and supervising principal.

E. Funding – by legislature and categorically designated.

1. Sufficient funds to pay IHE supervision @ $_____ per intern (based on _____) interns per full time IHE supervisor and clerical time.

2. Sufficient funds to pay for supervising principals time (to be used as extra pay or to subsidize added assistance for principal both professional and clerical).

3. Sufficient funds to pay half salary of intern – other half paid by district engaging intern.

Obviously the plan is only a skeleton at this point; many of the ideas, however, could become a fact. There are many options to the administrative internship; an Educational Research Service publication entitled Internship Programs in Educational Administration (82) described in detail eleven such programs (none in California). Specifically the report comments on such topics as:

- Provisions for Administrative Internship Programs,
- Length of Experience with Administrative Internship Programs,
- Individuals Eligible for Administrative Internship Programs, and
- Hiring Preference.

Some 378 districts participated in the study. Highlights of the report showed that about one in three districts had provisions for internships. Medium-sized districts provided internship more frequently than large or very small school districts. About a third of the interns were sponsored by IHEs while the remainder were sponsored by local districts. Three-fourths of the respondents said they gave hiring preference to those candidates who participated in the administrative internship activities.

Competencies

If pre-service and inservice is to be effective, it is necessary to achieve some clarity on what the principal needs – in the way of education – to do the job.

Hopefully any list of competencies would distinguish between both what a principal needs "now" and what might be needed in the future. Moreover, an effective list of competencies should define those minimal skills, attitudes and knowledge a principal needs during pre-service to function effectively on the job and inservice competencies needed to help the principal continue his/her education.

At the present time there are at least five groups in California giving serious attention to competencies: the CTPL; ACSA; the Manger's Study Group; a special task force selected by the State Department of Education; and a group established by Assemblymember Mangers to draw the thoughts from the other three groups into some common format.

The CTPL has established the following competencies as guidelines for those institutions of higher learning charged with the responsibility for offering studies leading to the administrative credential.

Professional Competency Requirements

Upon the satisfactory (acceptable) demonstration of the major areas of competence and the performance of these competencies at the acceptable levels, as stated in the professional competence requirements of your program, a candidate may be recommended for the Administrative Services Credential without reliance on completion of a specific minimum number of units or courses.

I. Approved programs shall offer candidates opportunities to develop specific competencies related to needs identified via processes suggested in Section 1.0 as verified by periodic evaluation procedures.

   Candidates should have opportunities to develop the following competencies:

   A. Effect improvement in the educational program.

      1. Acquire a working knowledge of movements and trends in curriculum.

      2. Comprehend newer developments in teaching procedures, content in subject fields.

      3. Survey knowledge of philosophies and history of public schools.

      4. Develop attitudes, skills and techniques leading to proficiency in effecting improvement.

      5. Identify and study the social, political, and economic forces affecting education, and to develop techniques for using these forces.

   B. Develop an understanding of sound

personnel management.

1. Acquire a working knowledge of selection procedures and supervision and evaluation techniques.

2. Acquire an understanding of current public school employer-employee relations (Winton Act, collective bargaining, CEC panels, etc.)

3. Develop skill in handling personnel problems, basing decisions on sound principles of personnel administration.

C. Develop skill and understanding in use of effective techniques in administrative leadership.

1. Understand human motivation and group dynamics.

2. Achieve proficiency in oral and written communication. Practical experience should be provided to develop policy positions, argumentation, and opinion in both oral and written form.

3. Develop competency in handling conflict situations and dealing with controversial issues.

D. Develop skill and understanding of school-community relations.

1. Interpret interaction with community forces, particularly with school boards, community groups and leaders.

2. Utilize the contributions of all concerned persons and groups in development of policy.

3. Be able to work effectively with ethnic groups.

4. Possess competency in decision-making based on factual data.

5. Understand relations with news media and political agencies.

E. Achieve knowledge of governance and legal processes related to schools.

1. Understand organizational pattern of public school governance.

2. Know legal principles, statutes, and controlling case laws and be proficient in application to decisions and actions.

3. Have knowledge of laws related to youth conduct; contracts, liability and tort.

4. Know recent federal and state laws and court cases affecting public education.

F. Acquire a foundational understanding of the principles and practices of public school management.

1. Establish skills in all aspects of planning to include practice in task analysis, the setting of goals and objectives, and the implementing of plans related to goals.

2. Develop skill in relating educational programs to cost factors and applying sound financial procedures.

3. Achieve an understanding of research and development techniques and skills by participating in research and development projects.

4. Develop skills and knowledge concerning use of management tools.

5. Achieve proficiency in evaluation techniques related to a school organization.

6. Acquire an understanding of sound public school budget procedures including program budgeting.

Documentary evidence for A through F to include, but not be limited to:

1. A list of the required professional preparation program elements for each

and every program option you plan to offer.

2. The objectives, stated in measurable terms, for each of the program elements in each and every program option including the minimum criteria by which the candidate's performance shall be measured.

3. A description of provisions made for each administrator candidate to know precisely what is expected of him/her in each program element.

4. A comparative program summary (matrix) for each program option relating required professional program objectives (in 2 above) to the professional competence requirements specified in A through F.

To be sanctioned by the State of California and to offer training, the IHE must demonstrate – at least on paper – that each of the preceding is covered in some fashion in the preparation program. The competencies above are considered by many to be a step in the right direction; indeed, administrators prepared within the past few years have usually progressed through the types of preparation activities implied by the listing. Even though the competencies have been in use for a relatively short period of time, the CTPL was required to take another look at the criteria to determine if they are consistent with the recommendations in the Mangers' Report. A report from the CTPL was presented in May, 1980. (See Appendix G for recommendations from the CTPL findings.)

What kind of modification might be made? If school law were used as an example, one could expect the "course" to change from an emphasis on law from a more general perspective to one which might focus specifically on those laws that affect how a principal leads a school. In the case of student behavior, for instance, the preservice emphasis might clarify for the principal the various due process guarantees to which students are entitled and the procedures required in a school setting to guarantee those processes.

It does seem reasonable to make some changes in what is now expected by CTPL.

ACSA's List

ACSA's list of competencies is inplied rather than specific. That is, the ACSA Task Force decided the place to start was to define the job of the principal. From this job description, the competencies can be inferred. (Please refer to page 10 of this report for an analysis of the job responsibilities performed by many principals.) The ACSA listing is perhaps the most complete analysis to date. Trainers must move from the job assignments to the necessary enabling behaviors when a pre- and inservice preparation plan is considered. Too, the ACSA list does not suggest when the preparation is needed, i.e., if pre- or inservice preparation is required.

As will be seen later, the ACSA effort has been instrumental in identifying certain voids in the work of other groups. One outstanding omission was noted, for instance, in the area of student activities. Certainly this is an important responsibility for middle and high school principals, but an area often overlooked in most preparation programs. The area isn't as critical for elementary principals.

The ACSA job definition covered in the matrix has been a useful tool for those studying competencies.

Mangers' Report Competencies

The Mangers' Report outlines six areas in which today's principals need to be competent. Indicated in the report are these:

- Instructional Leadership
- Managerial Skills

- Leadership Skills
- Political and Cultural Awareness
- Communication and Interpersonal Skills
- Self-Understanding

The Report includes additional statements following each of the descriptors in an effort to define operationally what is meant by the generalized terms. Although the report was somewhat vague in the interpretation of specifics, the outline headings seemed at least to have two very useful purposes. First, the descriptors established useful handles for those discussing the competency issue. (Obviously the global responsibilities for the principal could be organized in many different ways.) The descriptors gave people a common vocabulary for further work; a common vocabulary in education is a major contribution.

Second, the report served as a stimulus for others to more clearly define the specific competencies.

The State Department's Task Force on the Role of the Principal

Under the leadership of William Webster, a State Department Task Force on the Role of the Principal was organized. Without malice toward the Report, members of the Task Force believed additional work was needed.

Following several writing revisions, the Task Force presented its list to a specially invited group of principals, professors, staff development project directors and others for an analysis. People who attended the work session gave general consent to the early work, but were adamant about the need for another rewrite. Jim Livingston, Sacramento State, accepted leadership for this task.

Subsequent to the revised list, Webster and Art Thayer began a composite analysis of the competencies prepared by the different working groups around the state. As might be expected, the lists of competencies prepared by the various groups were both similar and different. Often what was included in one list was ignored in another; frequently the differences in listings were matters of semantics rather than substance. (The chart on the following page, in fact, was prepared by Matthews to illustrate the various efforts over time to consider competencies. As can be seen by the descriptors, the pie has been fairly consistent for a number of years throughout a number of studies, even though different people have cut the pie in different patterns.) Webster and Thayer reduced the differences between the groups and Livingston rewrote a fifth draft of a working document.

Mangers' Coordinating Group

At an invitational meeting sponsored by Assemblymember Mangers, representatives from the different working groups were called together to consider the revised list of competencies. Here is the final, comprehensive competency list.

INSTRUCTIONAL LEADERSHIP

1. Student Needs

The principal will be able to:

A. Demonstrate knowledge of the physical, emotional, social, and intellectual growth and development needs of pupils and how those needs are met.

B. Demonstrate knowledge of the scope and sequence, the teaching strategies, and the expected outcomes of the various curricular areas.

COMPARISON OF IDENTIFIED NEEDS, SKILLS, AND COMPETENCIES					
STATE DEPARTMENTS PRINCIPALS' TASK FORCE	CENTER FOR LEADERSHIP EDUCATION	PAULO'S DISSERTATION	RESULTS ORIENTED MANAGEMENT IN EDUCATION	COMMISSION FOR TEACHER PREPARATION & LICENSING	MANAGERS TASK FORCE & LEADERSHIP DEVELOPMENT CENTER
SKILLS & ATTITUDES	COMPETENCIES	NEEDS	COMPETENCIES	COMPETENCIES	SKILLS & ATTITUDES
Instruction/ Learning	Research & Development	Curriculum Development	Curriculum & Instruction	Educational Programs	Instructional Skills
Management/ Planning	Administrative Support Organizational Design	Administration	Support Management Fiscal Management	Public School Management	Management Skills
Leadership	Organizational Effectiveness	Supervision	Staff Personnel	Administrative Leadership Personal Management	Leadership Skills
Human Relations/ Communications	Public Affairs	Community Relations	School Community Interface	School Community Relations	Human Relations Abilities
Political/Cultural Awareness	Policy Formation		System-wide Policy & Operation	Governance & Legal Process	Political & Cul-
Self Awareness	Professional Team Development				Self Understanding
		Pupil Personnel	Student Personnel		

C. Demonstrate the ability to identify student learning strengths, modalities, and handicaps and implement a management system for monitoring progress.

2. Instructional Models and Learning Theories

The principal will be able to:

D. Indicate the various goals of education and how the curriculum accomplishes them.

E. Utilize staff members, community members, and students, when appropriate to do so, in developing an educational philosophy, goals, and objectives.

F. Indicate how specific school activities contribute toward the attainment of the philosophy, goals and objectives.

G. Deomnstrate comparative knowledge of various theories and models of curriculum, teaching, and learning.

H. Demonstrate knowledge of current curriculum developments and trends.

3. Supervision

The principal will be able to:

I. Utilize an effective planning model for developing and implementing curricula designed to improve and maintain a quality instructional program.

J. Utilize effective staff development procedures for personal and staff professional growth.

K. Provide leadership in the development of goals and/or objectives at the program level, course or grade level, and unit level.

L. Demonstrate knowledge and application of various classroom supervision techniques appropriate to content areas, grade levels, and teaching styles.

M. Demonstrate knowledge of curriculum support services available from other agencies.

4. Personnel Evaluation

The principal will be able to:

N. Provide leadership in the development of teaching performance standards and demonstrate ability to evaluate teaching performance.

O. Demonstrate knowledge of legal requirements for dismissal procedures and demonstrate the ability to implement dismissal procedures when necessary.

5. Program Evaluation

The principal will be able to:

P. Utilize both formative and summative evaluation data when making decisions related to the instructional program.

MANAGEMENT

1. Financial Planning and Resource Allocation

The principal will be able to:

A. Identify income sources for the district budget and regulations governing categorical aid available to the

school and relate this information to appropriate district or county level persons.

B. Demonstrate knowledge of the district budget format and the object codes and other state mandated reports and use the School Accounting Manual and Education Code in an appropriate manner when completing report forms.

C. Devise and implement a school level process to formulate and monitor a budget and expenditure plan, and then implement the approved plan.

D. Demonstrate ability to relate educational programs to cost factors and to apply sound financial procedures.

2. Legal

The principal will be able to:

E. Demonstrate knowledge of the organizational pattern of public school governance.

F. Demonstrate knowledge of and an ability to apply legal principles, statutes, and controlling case laws to decisions and actions.

G. Demonstrate knowledge of federal and state laws and court cases affecting public education including laws related to youth conduct, contracts liability and tort.

3. Personnel

The principal will be able to:

H. Develop and/or use systematic needs assessment procedures for assessing staff needs in relation to the instructional program.

I. Select and recommend the most competent candidate for employment through the use of hiring techniques that comply with district, state, and federal regulations.

J. Demonstrate an understanding of current public school employer/employee relations and the collective bargaining process.

K. Demonstrate ability to interpret and implement an employee contract.

L. Develop and/or implement an appropriate evaluation system providing for the improvement of skills needed by assessed individuals.

M. Demonstrate skill in making personnel decisions based on current principles of personnel administration.

4. School Organization

The principal will be able to:

N. Develop and/or implement a school organizational plan appropriate to pupil achievement and provide a rationale for existing policies and procedures.

O. Develop and/or implement equitable and effective staff duty schedules based upon the need to supervise pupils, other tasks to be performed, expertise of the staff members and the duty situations.

P. Develop a plan for the development of a master schedule including the time frame, course selection process, section assignment procedures, room assignment procedures and student assignments, plus

methods to be employed in loading and altering the schedule when appropriate to the school level.

Q. Develop a system for effective school and community use of site facilities.

R. Develop and implement a system for inventorying, ordering, delivering, and monitoring supplies.

S. Develop school crisis action plans designed to provide for the safety and welfare of the students and others in the event of natural disasters or disruptions by strikes, riots, etc.

T. Develop a student enrollment, attendance, and tardy monitoring system and procedures to cope with attendance and tardiness problems.

U. Organize a system that guarantees due process for pupils and total staff.

V. Organize decision making and communication procedures that include advisory groups and other school and community personnel affected by the decisions.

W. Develop a system for planning, monitoring and reviewing extracurricular activities that clarifies the roles to be played by the student body, outside organizations, the school board, and the general public.

5. Internal Communications

The principal will be able to:

X. Establish an effective two-way communication system utilizing a variety of procedures that allow for clarification and facilitation of communication among staff members, students, community members, and district level personnel.

Y. Involve staff members, students, and community members in cooperatively developing a document for public dissemination that describes the communications network within the school community and that provides alternative methods for problem identification, validation, and solving.

Z. Develop a cooperative working relationship with other educators and utilize available district communication resources effectively.

POLITICAL AND CULTURAL AWARENESS

The principal will be able to:

A. Identify leaders and persons with leadership abilities among the students, faculty, staff, and other community members and facilitate their appropriate involvement in the development and implementation of the school's programs.

B. Identify, analyze, and utilize the political forces, trends, and philosophies that affect the local school environment.

C. Demonstrate knowledge of the authority and power structures within the district administration and utilize this knowledge in the development and implementation of the school's programs and policies.

D. Demonstrate ability to select appropriate strategies that help fulfill site needs when working with district administrators and the board of trustees.

E. Demonstrate knowledge of and an

active professional interest in political trends, court cases, legislation and governmental regulations and policies.

F. Identify the political and cultural facets of State and Federal categorical programs and develop and implement a plan designed to satisfy the requirements of compliance reviews.

2. Cultural Awareness

The principal will be able to:

G. Identify the effects of cultural similarities and differences on the development and implementation of the school's programs.

H. Develop and implement a plan to increase understanding of the cultural and philosophical differences between the students, community members, and school staff members.

I. Identify and develop a cooperative working arrangement with various formal and informal groups such as employee organizations, ethnic or racial groups, and advisory or site councils.

SELF-AWARENESS

1. Assessment Strategies

The principal will be able to:

A. Assess personal school management leadership style through the use of one or more instruments.

B. Demonstrate knowledge of and utilize various strategies to assess the attitudes of the school constituencies.

C. Demonstrate an understanding of humanistic administration and love and how they are affected by personal behavior.

2. Personal Stress Management

The principal will be able to:

D. Recognize the causes of stress and develop a systematic plan to eliminate the causes.

E. Manage personal stress through an understanding of and the application of appropriate stress-reducing techniques.

3. Personal Time Management

The principal will be able to:

F. Develop a plan for efficient and effective use of time.

G. Use one or more techniques to prioritize lists of tasks to be accomplished and complete the tasks in a systematic fashion.

H. Establish an effective work plan designed to accomplish personal and professional tasks.

4. Self-Motivation

The principal will be able to:

I. Design a yearly personal growth plan and assess the degree of achievement.

J. Define long and short-term career goals with reasonable timelines in order to establish a realistic professional growth profile.

5. Positive Attitudes and Values

The principal will be able to:

K. Demonstrate ability to identify personal attitudes toward other members of the organization that affect achievement of educational goals.

L. Devise and use a problem-solving model that accepts input from the total staff when resolving major problems.

M. Identify and utilize strategies for building trust among peers, teachers, community members, students and support personnel.

LEADERSHIP

1. Team Building

The principal will be able to:

A. Demonstrate the application of interpersonal relations skills in articulating responses to staff needs, and developing positive morale.

B. Demonstrate conflict management skills in resolving issues.

C. Encourage participation in and provide opportunities for program development and ownership.

D. Demonstrate knowledge of and practice techniques designed to motivate persons to perform their duties effectively.

E. Demonstrate knowledge of research and development techniques and participate in research and development projects in order to facilitate achievement of educational goals.

F. Demonstrate planning skills including needs identification, goals and objectives identification, task analysis, and the ability to implement plans related to goals.

2. Decision Making

The principal will be able to:

G. Demonstrate the application of problem solving skills.

H. Demonstrate the ability to make decisions and to delegate responsibility when appropriate to do so.

I. Demonstrate ability to plan and organize meetings including agenda development and the selection of processes appropriate to the tasks to be accomplished.

3. Change

The principal will be able to:

J. Demonstrate knowledge of the principles of change theory and demonstrate the skills needed to implement them.

K. Demonstrate assessment and evaluation skills and maintain an updated needs assessment relative to current program strengths and weaknesses in order to identify and maintain effective programs.

L. Demonstrate attitudes, skills and use of techniques leading to proficiency in effecting change.

4. Organizational Development

The principal will be able to:

M. Demonstrate organizational and systems skills and provide timely reports and other responses requested by subordinates and superordinates.

N. Model group process skills and assist groups in resolving interpersonal conflicts or intergroup conflicts.

O. Demonstrate knowledge of the uses of electronic data processing techniques.

HUMAN RELATIONS ABILITIES

1. Community

The principal will be able to:

A. Identify factors in the community, including both formal and informal organizations, that may have either a positive or negative effect on one or more of the school programs.

B. Provide for the involvement of the school in community problems that require mutual understanding.

C. Demonstrate an acceptance of and sensitivity to individual differences through practices that various community groups view in a positive manner.

2. School Climate

The principal will be able to:

D. Analyze the relationship of school morale, climate, and policies and actively work toward the development of a positive school climate.

E. Devise and implement a discipline program designed to reflect school goals and that leads to responsible student behavior.

F. Develop and implement an equitable justice system.

G. Develop a guidance program in the school that fosters positive growth in all students.

H. Develop and implement a plan that provides for special recognition of contributions made by persons both on and off the school campus.

3. Communications

The principal will be able to:

I. Identify and analyze the social and political power structures on the school campus and use this knowledge to facilitate communications.

J. Demonstrate ability to use group process skills in working with groups.

K. Develop and implement a plan that encourages and facilitates open communication and trust.

L. Demonstrate proficiency in oral and written communication.

Unfortunately, even after multiple groups of people have worked for what seemed endless hours on the list, invariably, as one reviews the list, there appears to be duplication, omissions, and frequent educationese. One person, for example, pointed out that principals need skills to work with the media and that competency was not included on the list. Another person indicated a few points in the instructional leadership section duplicated later points. Many people had questions regarding the translation of jargon into English; unfortunately one person's English was also someone else's jargon. In any case, some agreement was finally reached on a "tentative final list." The point is, there will always be some change in the competencies as they should be evolutionary in concept.

The group of people at the invitational meeting believed additional input was needed on the list before the competencies became set in stone (putty?). A variety of audiences were considered for this input, e.g., teachers, students, principals, school site council members, vice principals, deans, superintendents and members from local boards of

education. The group wanted to check the perceptions of the different significant audiences to ascertain how much congruence and/or lack of congruence existed between the different respondents. Moreover, the group wanted to determine if there were differences depending upon variables such as school size, district size, school organization, e.g., elementary, junior high and high school. Data on these variables ought to provide a better understanding of the job perceptions for principals who are employed in different kinds of settings.

Three other cuts at the data are worth mentioning. The first has to do with the question of whether or not the competency had been identified correctly as a priority need for principals. A simple "yes/no" question was used to get the answer to this question. If the answer was "yes," then an additional response was sought. If the competency was on target, in the perception of the respondent, should the competency be taught at the pre- or in-service level? At least theoretically the answers to these two questions should give some hints to those charged with preparing the competencies as well as to those who are responsible for preparing inservice activities.

In the case of the former, there has always been a debate about what "learnings" are necessary. As might be expected, when the responses were returned, there was a mixture of priority assignments. A few individuals thought the entire list was another academic exercise; most respondents felt a sense of gratification that someone had given the matter attention and that additional input was being requested. Those competencies picked from the list were those that received widespread recognition by the audiences asked for feedback, especially when those audiences suggested the competency should best be taught at the preservice level. It will be sometime before all the data can be analyzed and, therefore, no report on the specifics will be made here. Once a cross-examination can be made by assessing each of the variables in juxtaposition with each other, a valuable list of competencies should emerge.

In the case of the latter group, important data pointed to inservice needs. In a way, the survey served as a needs assessment document. Of particular interest were those competencies for which no apparent training materials are now available. Hopefully the coordinating group will help to establish priorities on the work that needs to be done and then will assist in the dissemination of those badly-needed training components.

External Resource

There does now appear a spark of interest being ignited at the NIE in Washington, D.C., that might have important payoff for California principals. Interest has been expressed in the Mangers' Report as well as the subsequent follow-up activities. More specifically, consideration is being given to the possibility of extending the Project Leadership model – as well as the training packages into other states; in finding ways to use the research results obtained through NIE efforts over the past years to beef up the training materials, and in establishing reliable evaluation criteria for the purpose of refining pre- and inservice preparation programs. Such a collaborative effort could put to play the scarce resources of local, state and federal agencies in a very productive fashion.

VI. INSERVICE FOR ADMINISTRATORS

Generally, inservice is defined as preparation needed by principals once they have received a license/credential to perform their site responsibilities. Types of inservice are many and varied; each type has a different purpose. Although many taxonomies and classifications have been defined by those who study staff deveopment, there are essentially three types of inservice programs:

Information exchanges;

Single-subject skill, attitude, knowledge workshops;

On-going, continuing education.

At this point in time, most inservices are designed to transmit information. Presentations are typically built around new information on topics such as legislation, procedureal guidelines developed by the SDE, and other fact-transfer type activities. Because of the rapid changes in education (often the result of actions taken by the courts/legislators) enormous amounts of new knowledge must be communicated. Presentation-type exchanges are desireable for quick communication.

Single-subject workshops are a step up from the information format. At this level principals are taught new or helped to refine previously-learned skills, attitudes, and knowledge. Subjects akin to the following are taught at the single-subject sessions:

Time Management
Zero-Based Budgeting
Pressure Pot Communications
Conferencing Techniques
Proficiency Standards Implementation
Brainstorming
Force Field Analysis
Etc.

Training is facilitated by a consultant with recognized knowledge. Unfortunately, few participants benefit very much from the abbreviated sessions; the time is too short to produce in-depth study. Consultants too often blow in, blow off, and blow out.

Inservices having the greatest potential for payoff are designed using the principle of continuous follow-up in mind. Support for the follow-through principle is consistent with findings from two of the better research studies that analyzed effective staff development programs. McLaughlin (83), from the Rand Corporation, is the author of one report and Joyce (84) is the primary author of the second report. (Parenthetically, ASCD is preparing a comprehensive publication on the subject of staff development that may be the "last word." Dillon-Peterson is the editor-in-chief of the new document. Press run is expected in early 1981.)

For now the guidelines in the research reports cited above lend important guidance. Conclusions from Joyce are reviewed elsewhere in this paper, but in brief, they support the need for on-site coaching. That is, if significant modification in behavior is a desired outcome for administrative staff development programs, on-site support leads to this end. Caught up in the routine and non-routine duties of the typical day, the principal can ignore putting new skills, attitudes, and knowledge into practice – unless there is continued motivation and support for doing so.

The Rand Study offers three or four additional guidelines that should be a part of any on-going training model. First, inservice is likely to be effective when needs are determined by the learner, in this case the principal. When programmatic decisions are made by external agencies (agencies outside

the individual and/or school), chances for positive payoff are reduced.

Second, to the degree possible, inservice should be personalized. Growth plans can be designed to meet this principle. Both the Kettering Foundation and members of ACSA's Project Leadership have designed personal growth formats for this purpose. On the following page is an example of one principal's growth plan (among some 400 received annually in the Project Leadership Office). The format is simple and easy to follow; a publication entitled Self Performance Achievement Record (available from the Nueva Learning Center, 6565 Skyline Blvd., Hillsborough, CA 94010) offers a programmed learning, step-by-step process to complete the plan. The booklet is especially useful for those who do not have benefit of a mentor.

Third, inservice programs are most effective when the planning, implementation and evaluation are determined by those affected. Each of these elements discussed is in greater detail in other sections of this paper; redundancy will be avoided here. Clearly the principles are fundamental to nearly all learning experiences.

A Growing Model

As most California administrators know, ACSA has sponsored Project Leadership for more than ten years (at times under titles other than Project Leadership). Project Leadership has the potential to serve as an excellent model for other efforts as it includes most of the principles underscored as important in the best research on staff development. Within the State of California, both the CEAD project (Orange County Office of Education) and the LEAD project (Sacramento County Office of Education) have adopted portions of the Project Leadership model.

California State Department of Education personnel, superintendents from districts enrolled in Project Leadership and representatives from the National Institute of Education have in one way or another given credible support to Project Leadership; they sanction the PL model. A publication entitled Project Leadership Component No. 1 (85) (available from the ACSA Newport Beach Office) details program components in PL. Roles and responsibilities for PL participants, as well as descriptive information about publications and training packages are also included in the document. Offered here, however, is a brief sketch of the PL model; the sketch illustrates how the model is transferable to other sponsoring agencies, e.g., state departments of education, professional associations, county offices of education, colleges and universities, local school districts.

There are three process levels built into the PL design, e.g., state level activities, region level activities, and local level activities. PL is exceptionally cost-effective when the design is fully implemented. Operating on an annual budget of approximately $100,000, on-going inservice for some 600 administrators is provided. The budget includes salaries and expenses for those who administer PL, development and production costs for materials, communication expenditures -- including a quarterly Newsletter -- lodging and food expenses for participants attending the state level activities, and other costs associated with recruiting first-class consultant/facilitators.

A pictoral view of PL is represented in the illustration on page 84:

Working Copy of The Self-Performance Achievement Record (SPAR)

Individual Plan

_____
Name

_____
Date

I. Goal – To Learn About the Future

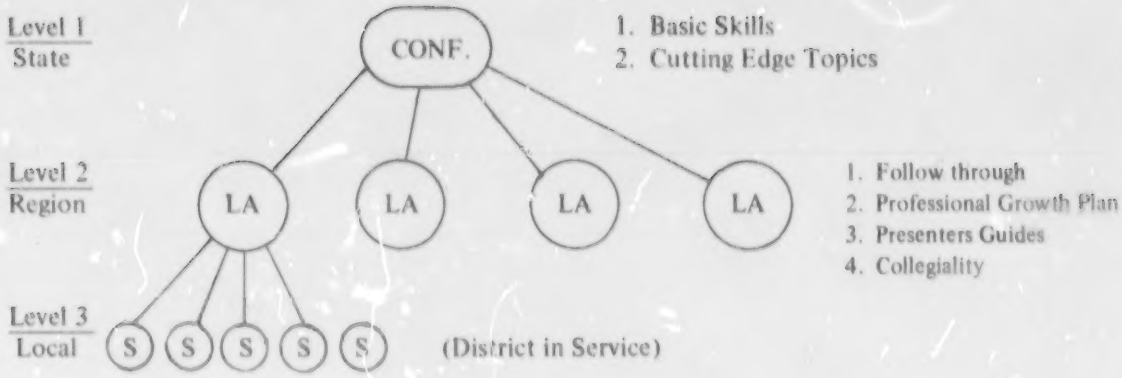
____ Personal Goal

____ Institutional Goal

II. ACTIVITIES	III. OBJECTIVES	IV. EVIDENCE
A. Observe Future Shock.	A. Gain understanding of forces causing change.	A. List of six factors forcing change.
B. Read 10 books or articles on the future.	B. Gain understanding of what scholars are saying about the future.	B. Matched list of who says what about the future.
C. Prepare a list of educational projections.	C. Brainstorm potential directions.	C. Completed list of potential future educational directions.
D. Present findings to school superintendent.	D. Help others become aware.	D. Formal presentation at school board meeting.
E. Begin pilot Future Study course in high school.	E. Get more people to be concerned about the future.	E. Course started with minimum of 20 students.

Self-Performance Achievement Record (continued)

V. LEARNING NEEDED Skills, Attitudes, Knowledge	Where Obtained?	VI. TIME PATH Start	Complete	VII. PROGRESS REPORT
A. Find Film.	Media Extension --Berkeley.	9/15	10/1	Make progress report to superintendent at regular intervals.
B. Locate Books.	Public Library.	9/15	2/1	
C. Produce List.	Talk over with other interested educators.	3/1	4/4	
D. N/A	N/A			
E. Prepare Lesson Plan	Get help from curriculum resource people at district office.	4/6	6/15	



Twice annually, three-day state level conferences are sponsored -- one in the northern and one in the southern part of the state. Currently some 84 districts are represented at the semi-annual conferences, including administrators from both the private and public sectors. Two types of activities are offered at level 1; basic skills needed by nearly all administrators, e.g., contract management, communication skills, time management, leadership styles and so forth. (A training profile is recorded for each participant and an award is presented to individuals who master the basic skill training. Since some participants are competent in a given basic skill prior to prescribed training, they can request their mentor [Liaison Administrator] to "sign off" on a personal profile.) The criterion used for mastery is the assertion by the participant that (s)he understands the basic skill well enough to teach it to others. When a skill can be taught to others, a person has met the minimum proficiency requirement.

A second type of activity at the state level focuses on cutting-edge topics. Over time, some of these areas have included: positive discipline alternatives, comprehensive curriculum planning, left and right brain influences on learning, conflict resolution skills, bilingual education options, and so forth. The length of a workshop is dependent on the nature of the subject covered. A particular topic may require a total immersion experience extending over a period of days; another topic might be covered adequately at a brief table talk. Generally, training sessions range in time from ninety minutes to three hours. Since an extensive evaluation is conducted for each training session, and since Liaison Administrators poll local participants for workshop topics, the state sessions reflect both the needs of site administrators as well as expert consultants.

Most conferences end at this level, but with the principle of follow-through being so vital, the second level activities (Satellites) enhance this possibility. A specially trained Liaison Administrator coordinates Satellite meetings. Satellites include participants from four to eight districts; these participants meet four times during the year -- usually for half-day sessions. Four distinct activities occur at the Satellite meetings (level 2). First, a subject introduced at the state conference receives indepth attention. Second, each person designs and develops a professional growth plan. Personal plans are discussed with other members for suggestions and feedback. At specific reporting points identified in the growth plan, others in the Satellite are informed about progress toward the plan's goal. This subtle peer pressure usually assures that the administrator will keep on task. Third, in teams of two, decisions are made about presenters guides. Presenters guides are pre-packaged workshops applicable for either local administrative teams within a district or for teachers and students -- and frequently school site councils -- at individual schools. Presentations of the guides are made at

Satellite meetings enable participants to gain feedback on workshop effectiveness prior to being called upon to consult at level 3. Fourth, considerable time and energy is made to establish a collegial relationship among satellite participants; in this way they know others are around who genuinely care. The collegiality element, in fact, is one of the strongest features in Project Leadership.

At level 3, the network continues. Based upon assessed needs of administrators in a district, those in the Satellite level often lend their competency to others. A result of this assistnace is professional and personal prestige, an intrinsic reward. Evaluation data show a typical participant is able to use from five to eight presenters guides; (s)he is called upon an average of twelve times per year to make presentations. PL participants normally are involved in the program for a period of three years. By the third year, people are usually motivated to continue their own personal and professional growth even though not actively involved in regular PL activities.

Another major component in PL is the development of new training packages, i.e., presenters guides. The guides include an instructor's manual,information about how to prepare for a workshop, step-by-step guides on workshop activities, a master set of transparencies to supplement verbal presentations, handout materials and a workshop evaluation form. Workshop evaluations are forwarded to the Project Leadership Office. This strategy is one way for maintaining reasonable quality control. Many outstanding presenters/consultants have been identified this way.

The presenters guides come from grass-roots concerns. A survey of new and pressing needs is conducted annually; on the basis of survey results, some four to eight presenters guides are commissioned. Consultants both from within and outside PL design and develop the guides.

As effective as PL is, its biggest drawback evolves around the issue of numbers and costs. Although some 600 administrators – primarily principals – are involved annually, this is a miniscule representation. Cost-wise, the program is feasible because each district subscribes to the program based on a formula determined by average daily attendance. More principals in California should be included, a possibility, perhaps, if subscription fees could be reduced.

With costs and numbers considered, the model should be transferred to other closer-to-home agencies,e.g., county offices and local school districts. The closer-to-home, the greater the likelihood the program will meet the personal needs of administrators. Some Title IV-C activities (seven at the present time) and certain local districts have begun to sponsor comprehensive plans for administrative inservice using federal/state and local monies. These plans are quite effective when single-shot inservices are avoided. Similar to Project Leadership, the IV-C and local efforts are turning their attention to the general competency categories in the Mangers' Report. This focus will ultimately lead to significant improvement; at least that is my projection.

For those interested in developing comprehensive inservice plans, ACSA has two useful publications:

1. Staff Development – Or Gettin' The Act Together, Operations Notebook No. 20 (86).
2. Rev Up Your Staff Development Program, Operations Notebook No. 22 (87).

Each of these is available from the ACSA Burlingame Office.

VII. WHERE TO FROM HERE?

The opportunity to put together an ideal program for the pre- and inservice education of principals is both fun and easy, especially when all constraints are removed. While still dreaming, there are some additional actions that should help with the cause.

Study Center

Some agency should begin a Center for the Study of the California Principalship. The Center might be housed at a university, in a county office of education, in ACSA, with the State Department of Education, or perhaps at a regional Educational Laboratory. The Center's mission would be to gather useful information about the nature of the principalship – information that could help policy makers in their decision making, help pre- and inservice educators know how much and what kind of training should be offered, help local school districts in their search for the most competent principals available, and so forth. The Center could,by design, ignore typical basic research studies that often discover more and more about less and less. An advisory panel to t' e Center would make certain that chi-square correlations were held to a minimum and that practical, timely, useful information were gathered and interpreted.

What kinds of questions might the Center address? Space is too limited here to develop a long menu but here are some possibilities:

> Currentl: California has some 15,000 people who received an administrative credential via the paper and pencil examination. It would be helpful to know answers to questions like: How many of these people now have assignments as principals? How well are they performing on their jobs as assessed by their superiors? In what jobs do they perform most effectively? What kinds of training do they believe would be beneficial to them at this time? (Wouldn't we all take a few steps backwards if we found that most of the people had already been assigned to the principalship, that they were doing quite well thank you, that superiors rated their job performances as excellent, and that the paper and pencil principal felt no additional training was necessary? Heaven forbid!)
>
> The administrative credential using the Ryan criteria appears to be a step in the right direction, but we need follow-up data to give us greater knowledge about its effectiveness. Although some IHE's follow-up as a matter of practice, no statewide data exists.
>
> How many principals plan to retire within the next decade? This information could give us valuable information for designing delivery systems.
>
> What are the similarities and differences between the principalship for elementary, middle and high schools? Between rural, suburban, and urban principalships? We know they are different, but why and how?
>
> What are the cost-benefit results when administrative preparation is carried out at IHE's vs. local school districts?
>
> What are promising practices for identifying competent women and minorities for the principalship?
>
> What laws, state department regulations, and other routines might be changed to make the job of the principal more manageable?

Each of these questions at one time or another

has been asked by nearly every group considering the changing role of the principal. Our educated guesses have served us fairly well, but we simply can't continue to navigate the educational future by the seat of our britches. The Center could help us chart our course.

Assessment Centers (88)

To this point in the paper. very little has been written about assessment centers and their potential impact on principal training. Perhaps "centers" connotes an incorrect concept because when one hears the word, there is a tendency to think of a location rather than a plan. The Assessment Center is more akin to a series of processes than to a site. Only Pajaro Valley Unified (in California) has associated with the National Association of Secondary School Principals on selected validation studies; up to this point in time, the NASSP has worked primarily in Virginia and Florida. A Rockefeller Foundation grant has enabled the NASSP to further validate its findings by extending its sampling procedures to districts other than those in the states cited. Information about the NASSP Assessment Centers is available from Paul Hershey at the national headquarters in McLean, Virginia, or from Jim Baker in the Pajaro schools.

Processes being validated by the Assessment Center include:

- selection procedures for principals,
- assessment of inservice needs for principals.

Using tools developed primarily by industry, educators along with industrial psychologists have put together a variety of training exercises. These exercises include in-basket, out-basket episodes, formal and informal decision-making protocals, crises simulations, simulated interviews, and communication exercises. The criteria behaviors analyzed are:

- Judgment
- Problem Analysis
- Organizational Ability
- Decisiveness
- Leadership
- Sensitivity
- Range of Interests
- Personal Motivation
- Educational Values
- Stress Tolerance
- Oral Communication
- Written Communication

People who participate in the Center activities are observed by a cadre of specially-trained people who, in turn, give feedback to the participants as well as rate the participants. The ratings are in comparison with each other as well as with group norms established over time. Apparently a number of prospective candidates who are now doing quite well on the job were identified through the Center experiences. There is at least some reason to believe that some of the principals might not have been otherwise identified.

The "selection" element has at least two interesting options. A school district, for example, interested in hiring a new principal, can send five or ten candidates to engage in the Center activities. From among the participants, the "Center" recommends two or three top candidates – based upon simulated performances – to the local decision makers. (NASSP representatives are quick to point out that the Assessment Center exercises should not be used as the sole criterion for making a selection; the result of the Center experience is but one more useful tool for decision making.)

Similar "selection" procedures could be set up for prospective candidates seeking admission to an administrative training program. For this, personnel at the Assessment Center might train a group of people from a sponsoring institution and they, in turn, could put the prospective candidates through their paces. Un-

fortunately, there is always the danger some institutions might begin to take shortcuts in the process resulting in less than hoped for outcomes. NASSP is determined that validated processes will be used as developed; they won't release the trianing materials without this assurance.

An inservice needs assessment procedure also offers interesting possibilities. Recognizing the importance of continued professional growth, a given district might insist that principals, periodically, attend the Center to determine professional growth needs. The cadre of trained leaders at the Center would observe principals in simulated experiences and, on the basis of those observations, recommend professional growth in specialized areas. Verbal and written communication, decision-making processes, planning skills, time management, program evaluation and budget preparation – among other things – lend themselves to this format.

Or, Center personnel might train a group of individuals from a local system to conduct an analysis session on home turf. The key is to maintain quality control for those considered as "experts." It is my understanding that some people, intent on becoming evaluators were rejected. If true, the process may indeed escape from becoming a sham. Only those people who obtain certificates of competence from NASSP are allowed to work as trainers. This is as it should be.

Apparantly one undertaking not as yet tried is an activity that could fit nicely with the administrative internship proposal. As the internship is only as powerful as the individual at the site to whom the intern is assigned, care must be taken to select the site supervisor. One way to avoid the good ol' boy trap is to have the prospective site administrator participate in training sessions at the start to see if (s)he possesses characteristics that would ensure maximum payoff for the intern. Protocols could be designed for this procedure.

Even in the industrial world, however, where they have had opportunities to research the short and long-range effects of Assessment Centers, there are mixed reviews. Some studies claim nearly unbelieveable success; other studies report that competent personnel directors can make equally capable decisions about prospective upwardly mobile middle-managers as those at the Center. And the decisions can be made in considerably less time and at considerably less cost. Even if highly intuitive personnel directors are "right" as often as a specially-trained panel of experts, one must wonder how many highly intuitive personnel directors are on the job – in business or in education.

After everything is said and done, most issues boil down to dollars and cents. If Assessment Centers can make a significant difference, their payoff would justify the investment. To suggest that California establish twenty to thirty Assessment Centers based on the data now available would be unwise. To authorize two or three experimental centers supported by funds from the state could help validate (or invalidate) the processes outlined above. Hopefully the Centers would be organized thematically rather than geographically; that is, the Centers might narrow their focus to certain levels of the principalship or to the types of community settings (socioeconomic) in which the school is located. If Centers attempted to cover the entire principalship spectrum, available resources might be diluted beyond the level of propriety. Our resources are too scarce for such folly!

What else might Assessment Centers do? Well, they might serve as a clearinghouse for human and material resources. The Center could maintain a library of training packages as well as a listing of consultants

capable of conducting single-topic inservice. Principals in need of assistance – after needs assessments – could contact leaders at the Center for details about materials and people. Many county offices of education already perform a service similar to this and so does ACSA. In all fairness, though, quality control is always a problem – and the Centers, if funded adequately, could have resources that would help obtain and retain the necessary quality.

The type of clearinghouse envisioned would not duplicate or be redundant with ERIC. ERIC,indeed, would be used as a supplementary source for topic-specific research. A Center could be operated for as little as $500,000 per year. But it shouldn't even be started if a life-expectancy of five to ten years cannot be guaranteed. The Center could be totally operational within six months of its opening if it were to build on what is already known and available.

As if all the above weren't enough, I'd like to toss in three additional possibilities. One covers the development of training packages; the second relates to the evaluation of administrative training models; and the third focuses on the coordination of everything that is now going on in the name of administrative pre- and inservice education. The need for additional training packages is obvious. Nearly every time a new piece of legislation is passed, there are new regulations for schools to follow; the training packages could help assure that the message gets from Sacramento to the local site.

The State Department, similar to the contribution it made through the Technical Assistance Guide on performance standards, ACSA through its publications and presenters guides, regional laboratories, private contractors, the Assessment Centers and other groups and individuals, could all play an important role in the development of quality training materials.

The recent flurry of attention regarding administrative staff development is valuable in kind, but somewhat chaotic in appearance. It behooves us, then, to use the best of what we know about staff development and ferret out those models worthy of dissemination. Currently an RFP supported by the SDE might provide us with valuable information, but the evaluation or analysis I envision takes a different form; it is on-going over time. Essentially, the evaluation design assesses effectiveness at four different levels in the total operation.

At Level 1, an assessment is made – probably by a panel of experts – on the relative merits of a particular training format. A poor staff development format has no change to produce desired results.

At Level 2, an assessment is made to ascertain achievement of skills, attitudes and knowledge by participants. If an effective staff development activity is designed, participants should "learn" as a result of the experience.

At Level 3, an assessment is made to determine if participants use the new learnings on the job. Any investment in inservice should result in practical application techniques on the job.

At Level 4, an assessment is made to determine if participants are able to produce desired outcomes for students. None of the first three levels of action can be justified if student outcomes aren't considered. While it is risky to extrapolate from administrative training to student outcomes, we are already seeing assessments of that kind. Project Leadership, for instance, completed a recent study by analyzing a random sample of 33 participants. Each participant had completed the training requirements and had fulfilled all other obligations for participation in the Project. Although other indices were

studied, a review was made to determine how well students (in schools where principals participated in PL) scored on the California Assessment Program. Twenty-three of the principals reported students in their schools scored above the expected band on the CAP, nine principals reported students scored at the expected level, and one vice-principal (her principal did not participate in Project Leadership) scored below the expected band. Any statistics can be shuffled sufficiently until they show anticipated outcomes, but the results on this analysis appear highly significant.

Clearly, we need, as a major priority, to be much more rigorous with our formative and summative evaluations.

Finally, so much is happening so fast there is a need to organize a coordinated, systematic, functional plan of attack so principals can all help and be helped by others. Along with the state-funded programs and ACSA-sponsored activities, extension courses, etc., a number of school districts have taken hard money from the operating budget and pointed it toward improved administrative competencies. We desperately need a person in the State of Calofornia, preferably with only one hat to wear, to help all the groups work together. This position could be funded by the state and housed at one of the Assessment Centers or at other appropriate sites. The individual would more than earn a reasonable salary if (s)he could somehow tie the many loose strings together into a respectable fabric.

The challenge ahead of us is clear. It is a challenge that will require creative and imaginative thinking, positive leadership and continued committment. But as one sage has said, "If we think we can, or if we think we can't, we'll be right either way!"

APPENDIX A

PRINCIPAL EFFECTIVENESS:

A Review of Literature to Supplement

The School Principal

and

The School Principal: Recommendations for Effective Leadership

Prepared
by

Joe Henthorn

Sponsored by
The Research, Evaluation, and Accreditation Committee
Association of California School Administrators
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(An Extract)

THE RELATIONSHIP OF ROLE AND EVALUATION

In the literature reviewed, the leadership of the principal appeared to be related to such factors as student achievement, school climate, and innovation in the schools. The leadership of the principal contributed to curriculum planning; improving the instructional effectiveness of teachers; the setting of standards for instructional quality and expectations for student achievement; the establishment of organizational structure and policies that resulted in an orderly, peaceful school environment; and enhancing motivation, cohesiveness, and team effort of staff.

Presently the leadership aspect of the principal's role is receiving increased interest in the literature, particularly the area of instructional supervision. The emphasis coincides with the observation of Cawelti (1980) that in many schools, only 10 to 20 percent of the principal's time is given to instructional leadership. The leadership emphasis is not a recent phenomenon. In 1964, the Schools of Education Committee described the role of the principal as providing leadership in establishing educational goals; releasing staff talent for effective education; and counseling and guiding students. "The principal should provide for teachers and children all of the conditions essential to effective instruction and learning" (Schools of Education Committee, 1964:7).

Criticism of the quality of public education has occasioned a careful examination of performance at all levels of the educational system. The instructional leadership of the principal appears to have particular importance to the effectiveness of the school. Sturges (1979) defined instructional supervision as a process intended to improve learning opportunities for students. Instructional supervision was associated in the literature with increased student achievement, as well as increased teacher morale, professional interest, and job satisfaction.

Oliva (1976) distinguished the role of supervision such as exercised by principals and that performed by those who work directly with teachers. Direct supervision has been given toward helping teachers set instructional behaviors through clinical supervision (Krajewski and Anderson, 1980), and stimulating self-growth (Clay and Long, 1977). Although teachers desire direct assistance to improve the learning opportunities of children, they often find that supervisors in the role of administrators are involved in tasks not directly related to improving instruction (Sturges, 1979).

The tendency for direct assistance roles to absorb administrative tasks has led to a suggestion that the roles be separated and given distinct titles and job responsibilities. Ness (1980), on the otherhhand, observed that a separation of the administrative and supervisory roles unnedessarily removes appraisal of teacher performance from supervisory assistance. A clarification of the principal's role might address the extent to which the principal should be involved in the direct supervision of instructional staff. This would include the amount of time the principal is expected to give to that activity and level of expertise expected of principals in curriculum and instructional methods.

Johnson (1978) regards the manager and leadership components of a principal's role as being somewhat contradictory in that managers are traditionally viewed as maintaining the status quo while leaders are often perceived as agents of change. Pessimistically, Meyers (1974) suggests that principals may be too constrained by social and organizational realities to become education leaders and must therefore remain functionaries. Leadership for innovation and change requires a greater degree of autonomy for principals in decisions regarding the curriculum, the instructional program and school policy.

Dissatisfaction expressed by staff and parents and deviation from traditional methods used in the district could have a different meaning for the evaluation of a principal attempting to bring about change at a school. A district expecting principals to change their schools and bring innovation may need to examine whether the evaluative guidelines for those principals will discourage change. Consequences that punish innovation, complaints to the district office, and delegation of repatitious administrative details will likely discourage principals from the role as a change agent. Expectations for the principal's role also influences the evaluation of the principal's role performance.

An evaluation of role performance should attempt to identify a supervisor's expectations prior to the selection of an evaluation approach. This would preclude confusing situations such as a job description that lists managerial responsibilities and supervisor's expectations that the principal provide leadership in staff development and instruction. An effective policy for the evaluation of the principal's role performance should include a support program at least as effective as principals are expected to offer teachers. Job performance appraisals have focused on at least two areas: skills (standard of performance) and accomplishments (job targets).

The skills approach to evaluation has stressed the development of those capabilities that are believed to be important for the successful performance of the job assignment. McCleary (1973) recommends the competency-based approach to administration as also appropriate for the evaluation of administrators. The clear specification of performance criteria is an important part of the evaluation process in this approach. Rosenberg (1973) suggests areas in shich actual on-the-job skills of principals should be assessed. These include s school organization; instructional program; schedules; accounts; relations with students, staff, community, and superiors; the climate of the school; and facilities.

A job targets approach, the second appraisal area, emphasizes intended outcomes decided on by either the principal, a supervisor, or both. Ingraham and Keefe (1972) recommend that management by objectives can be applied as a job targets approach to the evaluation of administrators. Melton, et al. (1970), notes that task performance as a criterion for evaluation has the disadvantage of concerning itself only with routine administrative tasks. The job targets approach, on the other hand, permits evaluation of long range issues of school performance and the unforeseen events that test administrative capability. The matching of intended goals to results, according to Pharis (1973), has the effect of emphasizing the future and the improvement of the administrator rather than critiquing what has already occurred.

If there is a problem with the job targets or management by objectives approach, it is the tendency to select easily attainable goals and to neglect the less easily measured aspects of administration (Hacker, 1972). A job targets approach on the other hand, probably better addresses the rights and needs of administrators as professionals (Poliakoff, 1973).

Job targets and standards of performance as rival approaches to evaluation may be an unnecessary exclusion of the positive aspects of the approach that is omitted. It might be possible to combine the two and obtain both an emphasis on selected goals and needed performance skills. Such an approach would include the accomplishments intended by the principal and the identification of skills the principal would need to provide leadership. The following is a hypothetical example of an integrated job targets and performance standards approach:

Job Target	Required Competencies
To improve the school climate (teacher and student attitudes toward school) as indicated by an average increase of 10 points over the measurement obtained the past year on the spring measurement with the School Climate Instrument. To be accomplished by: 1. initiating participant decision-making using input from parents, staff and students for decisions that will affect these groups. 2. scheduling 30 percent of the principal's time in the classroom to teach, observe and consult with teachers, and to provide guidance and counseling to students.	Communication skills Human relations skills Participant decision-making skills Classroom observation analysis skills Productive conferencing skills Counseling and guidance skills Time management skills Curriculum knowledge Instructional methods knowledge

In the combined approach, the principal would accept the responsibility for achieving the selected job target, and the supervisor of the principal would accept the responsibility for assisting the principal to obtain the skills needed to accomplish the task. Both the MBO and the competency-based methods offer evaluation paradigms that could be applied in performance assessment.

If the role and consequently the evaluation of principals are determined by a job description, it would seem appropriate for districts to annually review the responsibilities assigned in this document for correspondence with current role expectations. When principals are expected to provide educational leadership in such activities as instructional supervision, an overload of responsibilities or neglect of managerial tasks might be reduced by training secretarial aides (supervised by the school secretary) to handle task details. If the instructional supervision is offered by someone other than the principal, a district monitor might be important to ensure that the supervisor does not assume administrative tasks that limit or eliminate the assistance needed by teachers.

The preferred role aspect of the principalship will to an extent be determined by interests, capabilities, and personality factors. Beyond these variables, a role as a consultant to teachers and the areas in which teachers seek assistance from the principal are likely to be influenced by the demonstrated expertise of the principal. It seems important therefore that principals share their skills and knowledge in activities such as planning and staff development sessions. In this way teachers would have opportunity to become aware of the principal as a source of assistance.

The studies of the principal's role that were reviewed reflect the difficulty in developing a research design that will isolate that influence from the many other variables that impact the climate of a school and student achievement. There appears to be a need for studies that consistently use similar operational definitions of terms and that apply similar measuring instruments to those terms.

In conclusion, the literature thus far indicates that the principal does have a significant impact on people and environment at a school and that the leadership of the principal contributes a major part of that influence. However, as the complexity of society increases, such factors as social pressures for change and demands for more productive educational programs have brought a realization to many principals of the need for additional awarenesses and skills. The many possible emphases that might be made in the role have a significant implication for the evaluation of site administrators. Evaluation not only assesses the effectiveness of the person in the role, but also shapes the role itself. It is therefore important that the content as well as the process of evaluation specify those activities that have the greatest effect on the school environment, the development of staff potential, and the personal and cognitive growth of students.

The supplemental literature surveyed for this paper tends to support the findings presented in the report by the Manger's Task Force. The report attempted a review of a number of factors related to the principal's role. In the opinion of the writer, the resulting global focus weakened the impact and depth of the presentation. A more extensive review and analysis of the existing literature focused on two or three key areas could add significantly to an understanding of conditions that bear on the principal's effectiveness as well as factors that influence the role itself.

It would appear useful to obtain a careful analysis of the existing literature. Such an analysis could assist in identifying the critical aspects related to improving the design of further research studies and the limits of generalizations and influences that can be made from existing studies. An analysis of the literature could indicate the potential applications toward clarifying the effective role alternatives that relate to the various needs schools may experience. It might also assist in identifying principal evaluation models that match assessment of school needs and the related skills required of the principal to achieve educational leadership in that setting.

TITLE IV-C CRITICAL NEED - SCHOOL MANAGEMENT: LEADERSHIP

Project	Director	Name	Funding Level	No. of Part. Dir. Involved	No. of Districts	Project Focus
Butte	Ken Young	TIME	$63,000	20	11	Time management to enable more time for instruction Library service E Emphasis on personal analysis and follow-up to change behavior.
Fountain Valley	Marilyn Bush	Training for Leadership Competency	$61,500	45	1	6 areas Stress and conflict, evaluation, communication, time management, problem identification, decisions, instructional skill.
Murray	Roy Fields	TEEM Training for Effectiveness in Educational Management	$41,454	16 trained 20 interns	1	Total district network/support school climate emphasis potential administrative training modules being developed for training.
Riverside	Dean Hane	CADRE	$52,000	16 trained 45 interns	11	Training of administrators - 6 skill areas of Mangers' Report. Training of trainers for rural country resources. Individual analysis and follow-up.
Rowland	Sally Mentor	School Leadership Development.	$55,000	80	1	Principals and all central office administrative staff and teachers in leadership positions. Major training events and individual follow-up and assessment based on "performance indicators".
Sacramento	Barry Grossman	LEAD	$93,141	45 trained 10 interns	12 direct	14 county area large training and indepth focus in Tracy School District. Research component on organizational impact. Leadership in high-level cognitive skill. Intern/pre-service/inservice.
Turlock	Jim Sherman	Leadership	$34,000	21	1	Reading program training. District competencies. Total district involvement.

APPENDIX C

NEED HELP? NEED HELP?

Staff Development Training Programs That Work

The Association of California School Administrators recognizes the need for quality staff development programs. With this in mind, some twenty-five, packaged in-service programs have been prepared – on a variety of topics. Each topic fits into a training format of ninety minutes to two hours. The topics are aimed at administrators, but many are quite applicable to teachers and site/advisory council members. If the idea fits with your needs, read on!

Packages . . . Each topic is included in a single-subject **Presenters Guide**; that is, each training package includes the following elements:

- Plastic notebook cover for the Presenters Guide
- An Instructor's Manual or resource book
- What to do prior to the workshop
- Sample plan for conduct of the workshop
- Overhead transparency masters to conduct the workshop
- Suggested handouts (master copies are provided)
- Simulation game(s) or participation activities when applicable
- Workshop evaluation form

Titles

1. **PARTICIPATIVE MANAGEMENT AND DECENTRALIZED DECISION MAKING**: This workshop stresses the involvement process with case studies from districts that are "doing it" with success. It provides both concepts and a working model.

2. **SHARED DECISION MAKING**: This workshop is designed to familiarize participants with three models of decision making; to discuss critical factors when designing shared decision-making models; and to analyze the advantages and disadvantages of typical decision-making models.

3. **NEEDS ASSESSMENT**: Some of the topics covered are: establishing goals, designing goal indicators, obtaining consensus, translating indicators into performance objectives, determining degree of student attainment, and selecting areas requiring change.

4. **TIME MANAGEMENT**: Various techniques are described which assist educators in making better or more productive utilization of time.

5. **PERSONAL OR PROGRAM PLANNING**: This describes a model of how personal and process goals are designed to help achieve product or educational goals.

6. **GRIEVANCE PROCEDURES**: Grievance procedures are approached as problem resolution techniques not necessarily as an adversary relationship.

7. **IMPROVING SCHOOL CLIMATE**: This presenters guide builds off the early research and development conducted by the Denver-based CFK Ltd. Foundation. Both specific and general suggestions for improving the school climate are included in the program format. Action plans for improving the climate are anticipated outcomes for the workshop.

8. **PROBLEM SOLVING – FORCE FIELD**: A simple technique to assist a teacher or administrator in analyzing forces "working for" and forces "working against" solution of a problem.

9. **PROBLEM SOLVING – DELPHI**: The Delphi Technique is a method for the systematic solicitation and collation of opinion. It is applicable to virtually any decision-making process.

10. **ADVISORY COMMITTEES**: Examples and guidelines are given for a number of types of advisory committees. Items covered are district and school advisory committees re: budgets, educational policy planning, fiscal management and curriculum and instruction.

11. **SCHOOL PUBLIC RELATIONS: COMMON SENSE APPROACHES**: The important role every member of the school staff plays in a good public relations program is stressed. Suggestions are given relative to both individual school and district-wide programs.

12. **PROBLEM SOLVING TECHNIQUES**: These techniques provide a detailed step-by-step model, with sample analysis forms, that an administrator or staff can utilize to enhance the decision-making process.

13. **ORGANIZATIONAL DEVELOPMENT**: This program was developed by the Stanford Center for Research and Development and stresses the "structural approach." Areas include: changing the setting, rearranging systematic characteristics, i.e., size, authority, work interdependence, and evaluation systems.

14. **CONTRACT MANAGEMENT**: Collective bargaining necessitates that management personnel attain skill and expertise in contract management if they are to effectively manage the employer's negotiated contract. This workshop discusses contract management as it relates to California's Public Education Collective Bargaining Law.

15. **POSITIVE DISCIPLINE ALTERNATIVES**: As indicated in the most recent Gallup Polls, discipline is a primary concern for teachers, administrators, and parents. Undoubtedly, to bring about change, consideration must be given to the causal factors – and that is the focus of this guide.

16. **COMMUNICATION SKILLS**: Today's educator, perhaps more than ever before, must be able to communicate . . . that is, to send and receive messages that are understood by a wide array of audiences. This presenters guide focuses on practical proven skills and is recommended only for individuals who have had IPC training.

17. **STRIKE COMMUNICATIONS**: The importance of maintaining correct, complete, and concise communication with a variety of audiences during the turmoil associated with strikes in a school district cannot be underrated. Communication at all times is important; during strikes it is critical.

18. **PROGRAM EVALUATION**: Beginning with goals and objectives, a thorough presentation of techniques for achieving formative evaluation is made. The supporting handouts for this guide are very useful, especially when working with teachers or parent and/or student members of school site councils.

19. **TRUANCY AND ABSENTEEISM**: Truancy/absenteeism has become an increasingly difficult problem in the schools – especially at the secondary level. This presenters guide reviews a variety of programs designed to help individual schools reduce and/or eliminate the causes of absenteeism/truancy as well as offer plans for action to meet the concerns.

20. **PROFICIENCY REQUIREMENTS, MEASUREMENT STRATEGIES AND THE HIGH SCHOOL CURRICULUM**: This presenters guide is designed for those at the secondary level who have implemented performance standards requirements regarding high school graduation. There are a number of legal, curricular, philosophical/ethical issues that need to be addressed. This presenters guide not only raises many of the issues, but gives helpful suggestions about what others are doing to meet their responsibility.

21. **NEXT STEPS . . . AFTER STUDENTS FAIL TO MEET PERFORMANCE COMPETENCIES:** According to the laws which relate to performance standards and high school graduation, there is a responsibility for educators to provide alternatives which will help students meet their graduation requirements. There are a number of options available for this purpose and the presenters guide reviews many of those options as well as their potential payoff. Naturally, different schools will select different options – but it is well to give some serious thought to the alternatives prior to the time they must be implemented.

22. **HUMANISTIC LAYOFF/DISMISSAL PROCESS:** With declining enrollment and the ever-increasing squeeze on the educational dollar, it is necessary for educators at the site level to be cognizant of layoff and/or dismissal procedures. This presenters guide analyzes, especially for the site administrator, both the human and legal considerations that must be given. The guide is based upon the premise that most people want to improve if their work is less than satisfactory; but the guide also provides direction for the administrator who may find an individual who simply is unsatisfactory and who has no intention of making further improvements.

23. **PARENTING:** One of the challenges of the 80s will be the challenge of greater involvement in our schools. One avenue to accomplish this is to help parents with one of their most difficult tasks – parenting. There are few jobs for which adults are less well prepared than that of being a parent. The presenters guide analyzes some of the things that can be done by schools as well as the responsibility by the home and other agencies in the days ahead.

24. **WHAT'S RIGHT WITH EDUCATION . . . A CAUSE FOR CELEBRATION:** This presenters guide is built around the notion that schools have made significant contributions to society, but many people invest their energies looking at the negative rather than the positive. The guide is especially useful in sharing data about the contributions of schools with the intent that participants in the workshop will use the guide as a support when they, in turn, make presentations to other groups of people. In many ways, the guide is an important public relations document.

25. **PARENT CONFERENCES AFTER THE PERFORMANCE ASSESSMENT IN IMPLEMENTING STANDARDS OF PROFICIENCY IN THE ELEMENTARY GRADES:** State law requires that students who fail performance standard assessments have an opportunity – with their parents – to meet with the school principal (and/or others) to analyze what steps can be taken to eliminate the learning voids. This guide offers suggestions for the conduct of the conference with emphasis on the elements that more isn't promised than can be delivered.

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ACR 68 requested the Chancellor of the California State Universities and Colleges and the Los Angeles County Superintendent of Schools to cooperatively design a one year Pilot Program that "examines alternative methods" for pre- and inservice training for administrators in the Los Angeles area. A task force was formed with representatives from the Chancellors Office, Los Angeles County Superintendent of Schools Office, and the Administrative Education Department of the five CSUC's in the Basin.

At the first meeting it was readily agreed that a one-year Pilot Program would not be an adequate time period to have any meaningful outcomes from the Project. The proposal calls for a two-phase, three year Pilot Project. The first year would be a planning and curriculum development phase. This is necessary to obtain approvals from the five CSUC academic senates, the Commission for Teacher Preparation and Licensing, the CSUC Chancellor and the Los Angeles County Superintendent.

The task force was divided into four subgroups: format control and time line, pre-service component, inservice component, and organizational administration. The basic concept is to blend together pre- and inservice activities of the five CSUC's, the Los Angeles County Office and school districts of the area.

Two fundamental concerns are at the core of the proposed program. First, a new delivery system for obtaining a California Administrative Credential that provides a sound academic base and second, provides a practical hands-on field experience. This concept must be true in both the pre-and inservice phases. Another critical element is that inservice programs be structured so that the participants earn credit toward a masters program or certificates of advanced training. These certificates could be used by the participant's as evidence of up-graded skills at their district.

It is proposed that a Center for the Study of Educational Administration be established to manage the proposed program. This concept of pre- and inservice activities blended together in a Center requires a partnership among the universities, the Los Angeles County Office and public schools in the area. The Center will of necessity need to interface with LACEEC, another cooperative program managed by the LA County Office and Teacher Center in the area in concert with the CSUC Chancellor and the five area CSUC's. The Center must be funded by the state or the proposed program will not be feasible.

In June of 1977, ACSA conducted a survey of its membership to obtain information on a variety of issues; some 1107 members responded to the survey. While the survey was limited in scope and research sophistication, the results were consistent with the trends reported in the Mangers' Study, but there were also major directions. Here are examples of those directions.

The Mangers' Study reported that administrative jobs were poorly defined or that job descriptions simply didn't exist. The ACSA study found:

Do you feel that the "roles and tasks" of your job have been adequately defined by your employer?

313 - Very Well
471 - Fairly Well
206 - So-so
76 - Not Very Well
26 - Poorly

Certainly, most of the respondents felt their roles were reasonably well defined even though room for improvement is obvious. It does appear that the magnitude of concern is less great than that suggested by the state study.

The Report also indicated that most (98%) of the principals felt they had been prepared poorly in their pre-service programs. While not a direct reversal of percentages, the respondees to the ACSA Survey were much more positive about their formal education program than those who responded to the Mangers' Study. ACSA, for example, found:

To what degree has your formal education prepared you to carry out the roles and tasks of your job?

210 - Very Well
444 - Fairly Well
337 - So-so
82 - Not Very Well
23 - Poorly

Even though the ACSA sample was restricted, it is hard (if not impossible) to explain the difference between the results in the two studies. One must wonder if the two samples actually represented the same "global" population.

Considering the preparation of administrators as a continuous task (i.e., including both the pre- and inservice activities), the ACSA survey also obtained somewhat different findings than the study conducted for the California Assembly. Whereas the Assembly study found that administrators greatly rejected their college preparation, the ACSA study found most people reasonably supportive of both their undergraduate and graduate preparation. Specifically ACSA found:

Which of the following resources provided the most valuable training for you to accomplish the roles and tasks of your job?

The top five categories were:

Independent Study
Graduate College Courses
Project Leadership
Involvement in ACSA
Undergraduate College

In order of priority from the bottom, the following were listed:

State Department Training Programs
Commercial Training Programs
County Office Inservice Training
ACSA State PDP Programs
ACSA Region Inservice Programs

Clearly there was room for improvement in both the pre- and inservice phases, but the respondents were much more positive than those who gave input to the Report.

An ACSA people were fairly consistent in their analysis of personal competencies. A large number believed they were well prepared to:

- Manage the School
- Evaluate Staff
- Evaluate Programs
- Plan For The Future
- Develop and Conduct Effective School Communications with Staff, Parents, Citizens, Students
- Improving Student Achievement

Likewise, many felt considerable training was still needed in:

- Selecting Personnel
- Providing Inservice Training For Your Staff
- Working With Advisory Groups
- Coordinating Staff And Volunteers to Achieve School or Program Goals
- Handling Conflict Resolution
- Implementing New Legislation
- Coping With New Situations Created by Collective Bargaining

The ACSA survey suggests that administrators felt they had gotten pretty well prepared for their jobs and that they also recognized they needed continued refinement to stay on top of their responsibilities.

Interesting, too, are the demographic data – because they also seem to suggest the trends included in the Report, but the results aren't nearly as skewed. The ACSA study, for instance, found more respondents in the "40-49" category than in the "above 49" category. From the ACSA results, it appears that the number of people over 50 might be closer to 50 percent rather than the "70% over 55" reported in the Report.

The ACSA survey also had 184 female respondents compared to 907 male respondents. The ratio of women to men in the ACSA survey was much higher than the ratio mentioned in the Report.

Without making other comparisons, it is instructive to note the apparent differences in the studies. Perhaps one explanation has to do with the differences in types of people responding. At least theoretically, those who gave information for the Assembly study were either practicing principals (or had been). Those who answered the ACSA survey filled a variety of administrative roles:

	Male	Female
Elem. Site	250	53
Jr. High Site	89	13
Sec. Site	192	36
Supt.	97	1
Curr.	56	26
Dist. Off.	129	24
Co. Off.	40	14
College	3	1
Adult Ed.	27	4
Other	19	12

Even with the differences in types of people responding, it requires a little stretching of the imagination to find total congruence with the figures in the Report.

In any event, we can learn from the trends – and they are clear. Improvement is needed in both pre- and inservice options. The time to get to those improvements is now.

(Note: An analysis of the ACSA survey – including all categories of responses – is available from the Burlingame Office.)

APPENDIX F

Two-Step Credential And Recertification Requirement For The School Principal
(Administrative Credential)

Background

The ACSA Board of Directors, at its regular December meeting, was presented an analysis of the critical concerns for association members as outlined in the Mangers' Task Force study on the changing role of the school principal. As a result, the Board established a representative ad hoc committee and this committee presented its recommendations to the Board at the regular January meeting. Ultimately the Representative Assembly took a "position" on the recommendations.

ACSA, however, has not been the only group considering points contained in the report. Assemblyman Mangers convened a working group recently to assess what progress had been made toward the recommendations in the report. This meeting was attended by representatives from the IHE's, SDE, CTPL, county offices, etc. At least a majority of the people at the meeting were ACSA members, although they were not representing ACSA in an official capacity.

At this session several alternatives were considered for action. One of the issues discussed had to do with the possibility of a two-step, initial certification requirement for the administrative credential with a built-in requirement for recertification. Those at the meeting passed a resolution that the concept be further studied. Assemblyman Mangers was especially interested in ACSA considering the feasibility of the resolution for study.

Following-up with the Board's intention of keeping ahead of the external forces acting, thereby putting ACSA in a position of reacting, a representative group of people was convened to prepare a recommendation for the ACSA Board of Directors – with the understanding that the recommendation, with Board acceptance, would ultimately go to the Representative Assembly.

It is important to note here, however, that this particular issue has not been considered by the ACSA committee structure. The concept was only recently developed and the matter was not contained in the original report from the Mangers' committee.

Current Position

In the first analysis of critical concerns, the ACSA Representative Assembly addressed the following question:

> Should the administrative life-credential be eliminated and continuing education be a requirement for certification?

The Representative Assembly strongly supported: the concept of continued professional growth; the position that professional development could occur in a variety of places (e.g., college or university, local school district, ACSA PDP, independent study, and so forth); the idea that accountability for continued growth should be retained at the local level rather than establishing a new state bureaucracy for the purpose. Specifically, the Representative Assembly voted to:

> Maintain the life-credential but local districts ensure continued professional growth for school administrators.

Question?

Although the subject of pre-service preparation for school principals can be analyzed from a number of different perspectives, the ad hoc group finally posed these questions:

Can a principal be prepared adequately to lead a school without actual experience as a principal? Could greater quality control be obtained if an individual served an apprenticeship before being fully licensed? Finally, does the person need to continue to grow on teh job – if (s)he retains the same job or if (s)he changes positions?

Following considerable discussion, the committee concluded: No, Yes, and Yes (respectively) to the preceding questions. If these responses were accepted, how, then, might the desired results be obtained?

Plan and Recommendation

Even though it is desireable to assure careful selection procedures for those desiring to become school administrators, the process may be an improbable (if not impossible) one to implement. Assuming "all comers" have an opportunity to become administrators (principals) if they so wish, a candidate for the credential should be expected to engage in a preparation program that would assist him/her in meeting minimum competency requirements for the job.

Minimum competency standards would be sanctioned by a new state commission entitled, the Commission on Administrative Leadership and Licensing (CALL). (CTPL now, at least theoretically, serves both teachers and administrators – the proposal would change the composition of the new commission. Even though the governor appoints commission members, it is anticipated that he would appoint a majority of "practicing administrators" to serve on the new commission. The new arrangement would be more in keeping with the responsibility of a profession assuring quality control of its members.)

The candidate should have a variety of options available for the program leading to the credential. The traditional route through the institution of higher education; the opportunity to study for the principalship in specially-funded, exper experimental training centers; and/or the opportunity to learn through a school-district-based internship would all be acceptable avenues for pre-service – once the CALL "approved" the training program.

Upon receipt of the credential, the individual could be employed as a principal. (S)he would be a fully paid individual assuming responsibility for the job description prescribed by the hiring institution.

If the individual served satisfactorily on the job – meeting the requirements of the job description and obtaining the recommendation of an evaluation team – the individual would qualify for full-fledged licensing – and would receive a Certificate of Competence. Satisfactory performance would be assessed over a two-year period of time. Evaluation would normally be obtained through a working committee of the Management Team (or through the county office or ACSA region representative, or other acceptable representative teams). The team would recommend the person for the Certificate of Competence to the CALL.

If the individual remained in the district on the same job, (s)he would be expected to be recertified every three years. If an individual changed jobs within a district, (s)he would need to be recertified on the new assignment – but precautions would be built in that allowed the individual to retain the past certification level. If an individual is transferred to another district, (s)he would need to meet recertification standards in the new district.

Essentially an individual transferring to a new district would be entitled to a job description, with information about the criteria for successful achievement on the tasks enumerated in the job description. An individual transferring to a new district could be terminated the first year through the current Education

Code procedures. If, however, the individual was reemployed after the first year, (s)he would be granted a two year contract. At the time of the contract award, , notification would be made by the hiring agency to point the individual toward those areas of professional growth needed for further work.

Recertification would be required every three years. Professional growth activities would focus both on new competencies needed to do the job, as well as the refinement of competencies earlier mastered. A principal and his/her superior would jointly determine in what areas growth was appropriate.

An appeal process would be built into the plan at both the "credential" and "certificate" levels. At least theoretically the appeal process might make it possible for an individual to obtain a Certificate of Competence even though the district granting the recommendation to the CALL might elect not to rehire the principal. The CALL would be the final appeal group. (More work is needed on the appeal process.)

The proposed plan would not be applied to individuals who have already received an administrative credential. Hopefully, however, those hwo now have administrative credentials would be encouraged to join in professional growth activities and in fact, they could receive multiple-year contracts.

In order to further implement this concept and other recommendations adopted at the February 1980 Representative Assembly, ACSA should explore with Assemblyman Hart the possibility of amending AB 551 to include a section (Article III) which would establish assessment centers, or administrative assistance centers (2-3) to assist with the implementation of the new design.

In Retrospect

The ad hoc committee accepted and supported the two-step credential process and, moreover, encouraged the implementation of a continuing recertification process – with appropriate safeguards, some of which need further attention. The committee was quick to urge that care be taken so that the means to the end are considered as carefully as the ends themselves, and that ACSA not get caught in the position of accepting final outcomes without obtaining those conditions necessary to make the pathway to the final goals attainable.

Members of the Study Group

Jim Baker
Bill Hensen
Jodie King
Buzz Roberts
Dick Bateman

Staff Members Present

Art Thayer
Gale Reynolds
Jim Olivero

The recommendations of the ACSA Task Force on Administrator Rights should be also examined for correlation with these concepts.

Recommendation:

Refer to Representative Assembly, Region, and Committee reactions for further refinement as needed.

APPENDIX G

Recommendations From The State of California Commission For Teacher Preparation and Licensing

April 11, 1980

The following is extracted from the CTPL in response to House Resolution No. 17. We appreciate the willingness of the Commission to report its recommendations in this publication. A copy of the complete report is available from:

State of California
Commission for Teacher Preparation and Licensing
1020 "O" Street, Room 222
Sacramento, CA 95814

RECOMMENDATIONS

Recommendations Relating to Legislation

It is recommended that:

1. The Commission express to the Legislature the need for a set of fiscal incentives and enablements for a reasonable expansion of school principal internship programs and that legislation be sought which will expand the number of internship opportunities available.

2. The Commission sponsor legislation providing for a two-segment administrative services credential, the initial issuance being made to eligible candidates who have met all Commission training requirements for the "preliminary administrative services credential", authorizing various but entry-level service. A second or "clear" credential to be issued to eligible cnadidates who (1) have completed a Commission-approved advanced preparation program at an institution of higher education, and (2) who are employed in an administrative position during all or most of the time the advanced preparation is undertaken.

3. The Commission sponsor ligislation providing for periodic renewal requirements for all persons employed in school administrative positions, said renewal program to be developed jointly by the administrative employee, the employing school district and a Commission-approved preparation agency.

4. The Commission support legislation that would provide stronger due-process protection for school administrators, including school principals, who engage actively in school reform and/or innovation in collaboration with other local educational authorities.

Recommendations relating to the Commission's Approval Procedures

It is recommended that:

1. The Commission for Teacher Preparation and Licensing commence by September 15, 1980, its systematic process for the review, revision and re-adoption of the program approval criteria for administrative services credentials, with the result being the identification of training competencies most clearly related to entry-level training for success as a school principal.

2. The Commission to set forth an explicit requirement for school based intensive field experience as part of the formal preparation for the entry-level Administrative Services Credential.

3. The Commission to conduct a thorough review of its administrative services internship program requirements, with the objective of removing any barriers to effective joint institutional and school district implementation of said programs and to encourage funding for necessary success of such programs.

4. The Commission to sponsor one or more conferences and/or symposia which focus upon the development of a total system of competency assessment of credential candidates and holders, and use the outcomes from such events as a basis for assisting preparation institutions to implement effective competency assessment processes, and as a basis for its program assessment procedures.

(continued)

5. The Commission to continue to actively cooperate with other agencies in the identification of appropriate training processes for the inservice development of school administrators.

6. The Commission to intensify its present examination of the concept that the preparation of competent educational personnel does not end with preservice credential requirements but continues well into the inservice portions of educational careers, and to develop a set of related policy recommendations for consideration by the educational and legislative community of California.

7. The Commission to conduct by August 1980 a survey of a sample of identified school principals holding the administrative services credential issued on the basis of completion of an approved program, in order to obtain an evaluation of the quality of their preparation.

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